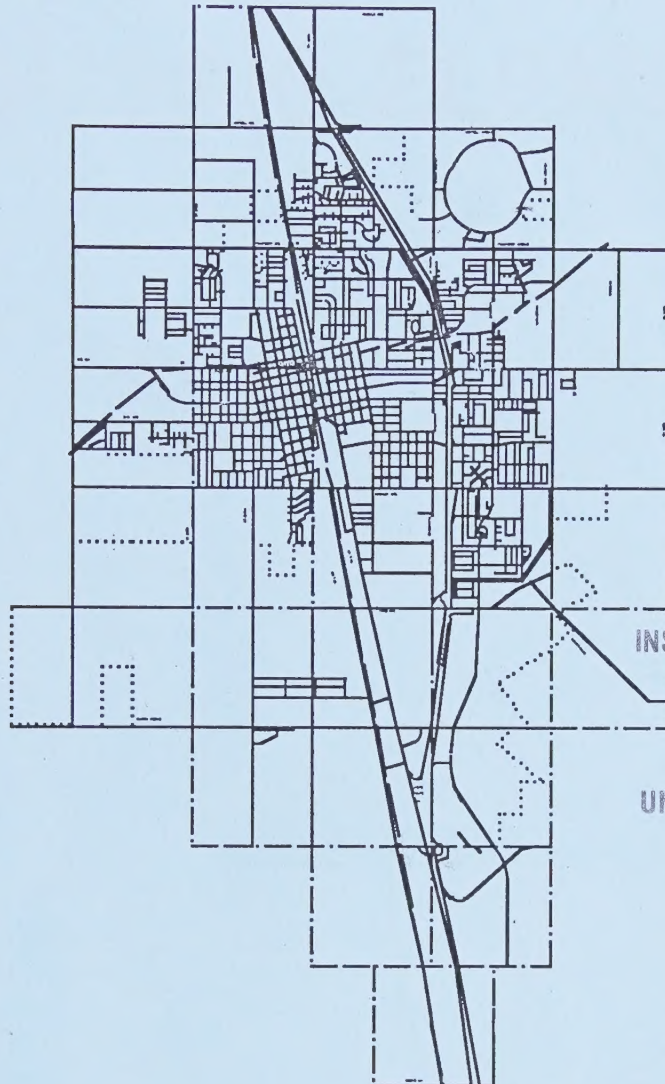


CITY OF TULARE
GENERAL PLAN

**HOUSING, OPEN SPACE, CONSERVATION,
NOISE, AND SEISMIC-SAFETY**



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HOUSING ELEMENT

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1992 TULARE HOUSING ELEMENT

AN ELEMENT OF THE TULARE GENERAL PLAN



COLLINS & ASSOCIATES
PLANNING CONSULTANTS



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TULARE HOUSING ELEMENT

AN ELEMENT OF THE TULARE GENERAL PLAN



In this document, you will learn the following:

- How many dwellings must be constructed over the next five years to meet Tulare's expected population growth.
- What Tulare can do to accommodate those expected housing needs.
- What types of government programs are available to assist lower income families.
- Interesting facts about the makeup of Tulare's population.
- How well did Tulare meet the goals of its last Housing Element . . .and more!

Prepared For:

CITY OF TULARE

Prepared By:

COLLINS & ASSOCIATES

1992 TULARE HOUSING ELEMENT

APPROVED BY:

TULARE PLANNING COMMISSION

ADOPTED BY:

TULARE CITY COUNCIL

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CHAPTER 1

INTRODUCTION

CHAPTER 1 • INTRODUCTION

THE HOUSING ELEMENT

The Housing Element is one of seven General Plan Elements mandated by the State of California. It is intended to guide Tulare's residential development activity in a manner that is consistent with the community's economic, environmental and social values and achieve the State's goal of providing housing opportunities for all Californians.

The Housing Element is Tulare's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, local government will be more effective in dealing with the housing needs of its residents.

AUTHORITY

Section 65580 of the California Government Code contains directives for preparation of local housing elements. In formulating this section of the Government Code, the Legislature found and declared the following:

- (a) The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.
- (b) The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.
- (c) The provision of housing affordable to low- and moderate- income households requires the cooperation of all levels of government.
- (d) Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.
- (e) The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.

Failure to prepare and adopt a housing element that is substantially in compliance with the State's guidelines for the contents of a housing element, Section 50459 of the Health and Safety Code, can potentially place a city in a legally precarious position.

Buena Vista Gardens Apartments v. City of San Diego Planning Department (1985) 175 Cal. App.3d 289, provided a court interpretation that the City of San Diego had not met the statutory requirements contained in Section 50459 of the Health and Safety Code. In the case of the *Committee for Responsible Planning v. City of Indian Wells* (1989) 209 Cal.App.3d 1005, the court ruled that the City's housing element failed the inter-element consistency finding and it did not contain the required information specified by Section 50459 of the Health and Safety Code. The ominous result of this ruling is that the court imposed a moratorium, which prevented the City from issuing building permits and approving planning permits - subdivisions, conditional use permits, zone amendments and variances.

STATE PLANNING LAW

State planning law requires all local jurisdictions to adopt and maintain a General Plan incorporating seven required elements. The law also requires that these general plan elements be consistent with each other. For example, the Tulare Housing Element may include a policy that states that the city provide adequate sites for a range of housing types, including multi-family residential uses. The Land Use Element would have to be consistent with this policy by designating sufficient land area for this type of development.

Another example of inter-element consistency involves the use of population projections, which is the basis for future land needs for housing units and other urban uses. The Land Use and Housing Elements should use the same population projections in their needs analysis to avoid inter-element inconsistencies.

Tulare's Housing Element is consistent with other elements in terms of goals, policies and implementation programs. However, many of the other elements of the General Plan were adopted several years ago. Socioeconomic data used in these elements will not be consistent with data used in this element. As these older elements are updated, they will be amended to include newer socioeconomic information.

HOUSING ELEMENT ORGANIZATION

Government Code Section 65583 requires the Housing Element to include these basic components:

1. A review of the previous housing element's goals, policies, programs and objectives to determine the effectiveness of each factor and the overall success of the element. The update shall be revised to reflect the results of this review.

-
2. An assessment of Tulare's housing needs and an inventory of resources and constraints as they relate to the meeting of these needs.
 3. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing in Tulare.
 4. A program that sets forth a five-year schedule of actions that Tulare intends to undertake to implement the policies, goals, and objectives of the Housing Element. This will be achieved through the administration of land use and development controls, the provision of regulatory concessions, and the utilization of appropriate federal and state financing and subsidy programs when available.

To incorporate the above requirements, this element is organized into eight chapters.

- Chapter 1 defines the intent of the Housing Element and the relationship of the Element with state directives and other General Plan Elements.
- Chapter 2 evaluates the 1984 Housing Element's new construction need with actual development, and a program by program review of the 1984 Element, analyzing why each program worked or did not work.
- Chapters 3 and 4 provide current population, economic, and housing information that serve as a basis for determining current and future housing needs that are established in Chapter 5.
- Chapter 6 provides an inventory of available lands to meet housing needs.
- Chapter 7 provides a discussion of governmental and non-governmental constraints as they impact the ability to provide housing.
- Chapter 8 sets forth the goals and policies of the Housing Element and includes a five-year action plan designed to implement those goals and policies.

PLAN AREA

Three geographic areas are significant for purposes of this element. The first is the territory contained within Tulare's city limits. The development of this territory is controlled by the city through its Land Use Element and zoning ordinance. It is this area that will provide land for Tulare's short-term housing needs.

The second area is territory outside the city limits but inside Tulare's general plan planning area, a 15-year growth line. Development of this land generally requires

annexation, which is subject to approval by the Tulare County Local Agency Formation Commission (LAFCO). The use of this property is controlled by Tulare's Land Use Element. Agricultural zoning is applied to this land by the county to maintain it in agriculture until urbanization is appropriate.

The third area is the "Visalia/Tulare" market area as designated by the Tulare County Association of Governments (TCAG). Market areas are subregions in which there is interaction between employment opportunities and where people choose to live. The 1991 Tulare County Regional Housing Needs Plan provides Tulare's housing needs to the year 1997 based on this market area.

PLANNING PERIOD

The time frame for the goals and policies, action plans and implementation strategies contained in the Tulare Housing Element is seven years, 1990 to 1997.



CHAPTER 2

EVALUATION OF THE 1985 HOUSING ELEMENT

CHAPTER 2 • EVALUATION OF THE 1985 HOUSING ELEMENT

The City of Tulare has reviewed and documented the effectiveness of the objectives, policies and action plans contained in its 1985 Housing Element as it pertains to the attainment of State and local housing goals.

The 1985 Housing Element set forth a number of objectives, policies and action plans for fulfilling Tulare's housing needs during the planning period. Seven years later, the City has an opportunity to see how effective it was in implementing the Element.

The evaluation of the 1985 Tulare Housing Element is summarized in two tables - Table No. 3 evaluates the goal, objectives and policies of the Element and Table No. 4, the Element's action plans. The results of these policies and action plans, including the number of housing units that were produced, rehabilitated or conserved during the planning period, were quantified through interviews conducted with development companies, housing agencies, non-profit housing organizations, and city and county officials. These tables are located at the end of this chapter.

Tulare exceeded its housing objective of encouraging the construction or installation of 266 housing units per year at prices that were affordable to all segments of the community. Over the seven year planning period, an average of 307 housing units were constructed or installed.

Tulare accomplished many of the objectives it set forth in the 1985 Housing Element. Over the seven-year planning period, a total of 2152 dwelling units were constructed or installed and 171 housing units were demolished for a net total gain of 1981 units. This exceeded the Element's target figure of 1733 units. A review of Tulare's housing activity from 1985 to 1991 is displayed below.

Tulare has accomplished through its housing element many of the State's housing element law requirements, such as constructing low- and moderate- income housing units, removing governmental constraints, and maintaining housing affordability. The Consultant has attempted to assign the 2152 dwelling units added to Tulare to one of four income categories. The 1985 Element established a seven-year construction need of 380 very low-income units, 321 low-income units, 330 moderate income units, and 702 above moderate-income units.

Table No. 1
Residential Construction Activity, 1985-1991

	single family	multi-family	mobile homes	demolition	rehabilitation
1985	135	87	12	20	8
1986	178	99	80	34	8
1987	159	153	0	36	13
1988	265	25	0	28	11
1989	219	24	60	18	15
1990	303	17	0	19	15
1991	373	53	0	16	9
TOTAL	1632	368	152	171	79

Source: City of Tulare, Lyle E. Hood, Senior Building Inspector, 1991

Note: Units in rehabilitation column have been processed by the Redevelopment Agency

Table No. 2
Housing Units by Income Category, 1985-1991

	Estimated Housing Units
Income Category	
very low (0-50% of median income)	139 housing units
low (50-80% of median income)	127
moderate(80-120% of median income)	850
above moderate (120% and above)	1036
Total	2152 housing units

Source: Collins & Associates, 1991

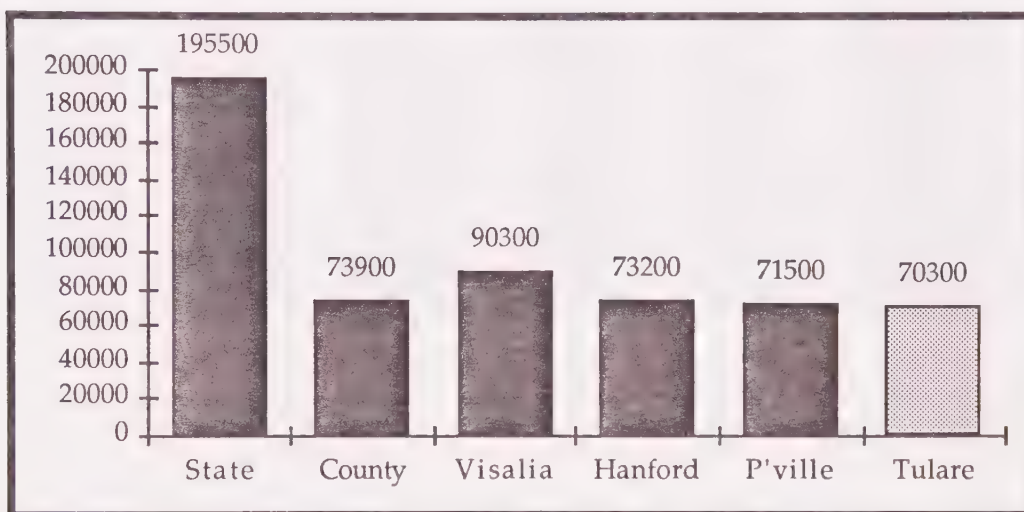
Note: Very low-income units were units constructed by Self-Help, Redevelopment Agency and Housing Authority; low-income units were constructed by Self-Help, Redevelopment Agency, Housing Authority and private sector, under CHFA Program; and moderate-income units by private sector using CHFA and commercial financing.

Based on the above estimate, Tulare met its housing unit needs obligation for "moderate-" and "above moderate-" income units. In the very low- and low-income categories, the City met about 50 percent of its objective for constructing housing units that serve these income groups.

The City of Tulare has exceeded its obligation for non-market rate housing units, unfortunately, most of these units were moderate-income units. Only about 263 housing units were lower-income housing units.

Housing affordability is a major objective of state housing law. In Tulare, because it has maintained low development impact fees, it has expeditiously processed planning permits, and it has reserved ample land for residential development, housing affordability has been well preserved. Compared to surrounding cities of like size, Tulare had the lowest median home value in 1990.

Figure No. 1
Median Home Prices



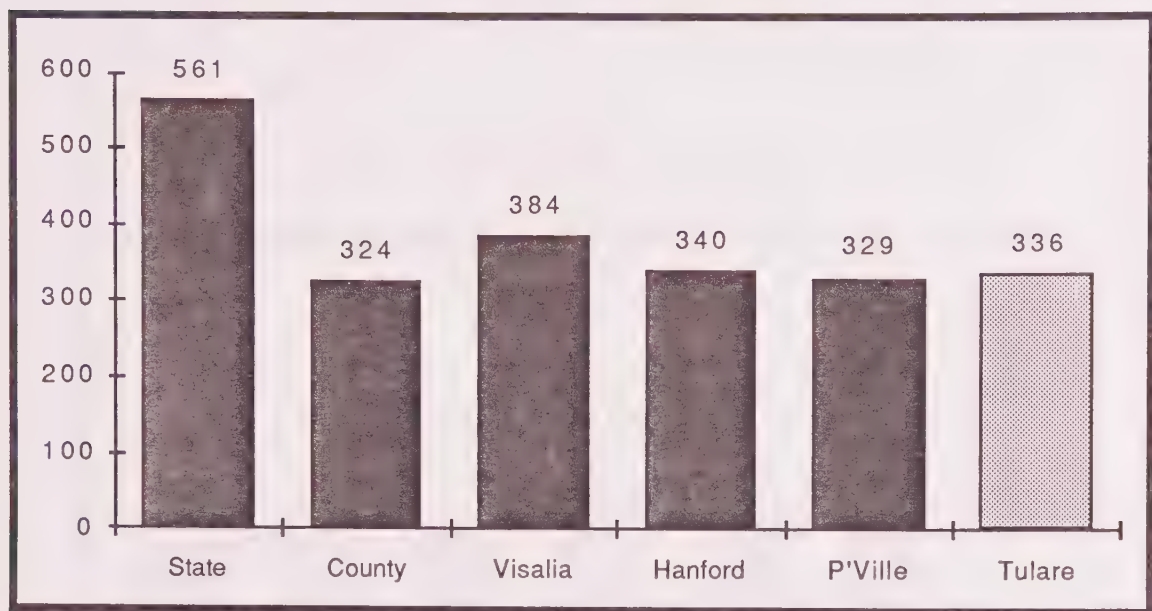
Source: 1990 Census

In January, 1992, the National Association of Home Builders said its Housing Opportunity Index found that the most affordable city in the San Joaquin Valley was Fresno with 50.7 percent of the homes within reach of median-income households; Bakersfield was second with 48.8 percent and the Visalia-Porterville-Tulare area was third with 44.1 percent. These cities were better off than their northern Valley counterparts - Stockton, 20.1 percent; Merced, 20.4 percent; and Modesto, 22.2 percent- and significantly better off than major metropolitan areas in California - San Francisco, 10.6; Los Angeles, 12.9; San Diego, 18.6; and San Jose, 20.5.

In 1992, the National Association of Home Builders indicated that the Visalia-Porterville-Tulare area was one of the most affordable housing markets in the State.

According to the 1990 Census, Tulare also provides affordable rental housing. This is more important than the affordability of owner-occupied housing units in that this is the only type of housing that is available to low- to moderate-income housing, very low-income households can sometimes secure publicly-assisted housing.

Figure No. 2
Gross Median Rent



Source: 1990 U.S. Census

<p align="center">TABLE No. 3 EVALUATION OF 1985 HOUSING ELEMENT</p>

GOAL	OBJECTIVES	POLICIES	RESULTS
<p>To provide an adequate supply of sound, affordable housing units in a safe and satisfying, well-serviced environment for the present and future residents of Tulare, regardless of race, age, religion, sex, marital status, ethnic background, source of income, or personal handicaps.</p>	<p>CONSTRUCTION/PLACEMENT</p> <p>The City of Tulare shall encourage the construction or replacement of 266 units per year of sound housing at prices affordable to all segments of the community.</p>	<p>1. Construct and/or place 1733 housing units in Tulare by 1991</p>	<p>1. Accomplished. Tulare constructed/installed 2152 residential units.</p>
		<p>2. Relieve the unmet housing needs of 653 to 2101 households which are substandard, overcrowded and/or too expensive for its low income occupants.</p>	<p>2. During the planning period, 139 very low income-, 127 low income- and 850 moderate income-(first time homebuyers) households were constructed; 803 households were assisted in 1991; and 2874 households were weatherized.</p>
		<p>3. As a part of the 1733 housing units to be built by 1991, encourage the construction of 380 very low income and 321 low income units.</p>	<p>3. See above.</p>
		<p>4. As part of the 1733 housing units to be built by 1990, encourage the construction of 14 farmworker households. Further, seek to relieve the housing need of the seasonal farmworker household.</p>	<p>4. Of the nine units units built by Self-Help using FmHA financing, six of these units were farmworker households.</p>
		<p>5. Encourage, as a part of the new development effort, the construction of housing for the "special needs" groups, such as elderly, large family, handicapped, female heads of household, and farmworkers.</p>	<p>5. Housing records of various agencies do not delineate clients by "special needs"; however, the Tulare Redevelopment Agency kept records for the 47 units they constructed or rehabilitated - 29 were seniors, 19 female heads of household, 1 handicapped and 6 were large family.</p>

**TABLE NO. 3
EVALUATION OF
1985 HOUSING ELEMENT**

GOAL	OBJECTIVES	POLICIES	RESULTS
To provide an adequate supply of sound, affordable housing units in a safe and satisfying, well-serviced environment for the present and future residents of Tulare, regardless of race, age, religion, sex, marital status, ethnic background, source of income, or personal handicaps.	REHABILITATION/DEMOLITION		
	<p>The City of Tulare shall encourage the rehabilitation of 1396 housing units and the demolition of 38 units.</p> <p>The City of Tulare shall eliminate the blighting influence and health and safety hazards of substandard housing.</p>	<p>4. Encourage the Tulare Redevelopment Agency to increase its rehabilitation activity in the Alpine Project Area.</p> <p>5. Promote, maintain and protect the "living standard" in all neighborhoods. This emphasis will entice homeowners and owners of rental property to promote rehabilitation on their own initiative.</p> <p>6. Continue to provide for the health, safety and welfare of the public through the enforcement of the Uniform Building Code, which has been adopted by the City of Tulare.</p> <p>7. Remove any structures used for human habitation found to be in conflict with the purposes of the Uniform Housing Code by demolition and replacement of 38 dilapidated housing units.</p>	<p>4. During the planning period, the Agency rehabilitated 35 dwelling units, using CDBG funds and tax increment. It also rehabilitated 130 units outside the Project Area under the State Rental Rehab. Program.</p> <p>5. During the planning period, 77 private rehabilitations were processed through the building department.</p> <p>6. The City of Tulare, through the building department, applies the construction standards contained in the 1988 UBC to all new or remodeled structures; adoption of 1991 UBC is pending.</p> <p>7. Using the procedures outlined in the Uniform Housing Code, the Tulare Building Department has demolished 171 dilapidated housing units during the planning period.</p>
	CONSERVATION		
	The City of Tulare shall promote the idea that periodic home maintenance is good for the community and its residents.	1. Conduct housing condition surveys every five years to identify the state of the housing stock.	1. The City of Tulare has conducted housing condition surveys in 1970, 1976, 1983, and 1991 - an average of a survey every 5 years.

<p>TABLE NO. 3 EVALUATION OF 1985 HOUSING ELEMENT</p>
--

GOAL	OBJECTIVES	POLICIES	RESULTS
<p>To provide an adequate supply of sound, affordable housing units in a safe and satisfying, well-serviced environment for the present and future residents of Tulare, regardless of race, age, religion, sex, marital status, ethnic background, source of income, or personal handicaps.</p>	<p>ASSISTANCE</p> <p>The City of Tulare shall preserve and promote housing affordability for the low to moderate income groups.</p>	<p>2. Encourage housing agencies and organizations to provide for home maintenance education in their rental or homeownership programs.</p>	<p>2. Not accomplished.</p>
		<p>1. Encourage federal and State government to provide financial assistance to low income and moderate income households.</p>	<p>1. Accomplished. The Housing Authority provided assistance for 803 families in 1991; the Calif. Housing Finance Agency financed 431 first time home-buyer units, and the Red. Agency financed 47 new homes and rehabed 165 units.</p>

TABLE NO. 4
EVALUATION OF 1985 TULARE HOUSING ELEMENT - PROGRAMS

PROGRAM	PROGRAM ACTION	TARGET	RESPONSIBLE AGENCY	FUNDING SOURCE	TIME FRAME	RESULTS
<i>A. Identification of adequate sites, Section 65583 (c)(1)</i>	Tulare will update its Land Use Element.	Citywide	City of Tulare	General Fund	1985-1991	Tulare began preparing an update to its Land Use and Circulation Elements of the General Plan in 1990. This update is expected to be completed in 1992.
	Tulare will implement a city-wide rezoning action.	Citywide	City of Tulare	General Fund	1985-1991	Tulare has been processing rezoning actions throughout the planning period. In 1991, Tulare had 602 acres zoned single family residential; 90 acres zoned multi-family residential; and 723 acres zoned urban reserve. If developed, the single family districts would yield 2950 units; the multi-family districts would yield 843 units; and the urban reserve, if zoned single family, would yield approximately 3634 units.
	Tulare will encourage in-fill by providing more R-1-5 zoning.	Citywide	City of Tulare	General Fund	1985-1991	Since 1983, the amount of undeveloped R-1-5 zoning has increased from 113 to 121 acres.
	State actions not contained in the 1985 Tulare Housing Element. 1. Density Bonus 2. Second units (granny flats) 3. Mobile homes on single family residentially zoned land.	Citywide	State/City of Tulare	General Fund	1985-1991	The City of Tulare has amended its Zoning Ordinance to provide for granny flats and mobile homes on single family lots. Staff proposes to add density bonuses to the Ordinance in 1992.
<i>B. Development of Housing for low- and moderate- income households, Sections 65583 (c) and 65583 (c)(2)</i>	Construct 20 low- to moderate- income housing units	Alpine Red. Project	Self-Help Enterprises	FmHA	1985-1986	Accomplished. Self-Help constructed 20 low-income units from 1985-1991.
	Construct 350 low- to moderate- income housing units	Citywide	Tulare County Housing Authority	HUD funds	1985-1991	Partially accomplished. The Authority purchased or acquired 132 units - 106 very low- and 25 low-income units.
	Construct 83 low- to moderate- income housing units	Alpine Redevelopment Project	Tulare Redevelopment Agency	tax increment/HUD CDBG	1985-1991	Partially accomplished. The Agency constructed 23 very low-income units, 16 low-income, 3 moderate-income, and 5 above-moderate units.
	Construct 2100 private sector units	Citywide	private sector	private funds	1985-1991	During this 7-year period, 2000 residential units were constructed and 151 mobile homes installed.

TABLE NO. 4
EVALUATION OF 1985 TULARE HOUSING ELEMENT - PROGRAMS

PROGRAM	ACTION PLAN	TARGET	RESPONSIBLE AGENCY	FUNDING SOURCE	TIME FRAME	RESULTS
<i>C. Removal of governmental constraints, Section 65583 (c)(3)</i>	Maintain an ample supply of residentially zoned land.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. The City has 602 acres of undeveloped land zoned for single family uses; 89 acres for multi-family uses; and 723 acres in urban reserve. Development of the residentially-zoned land would last Tulare about 13 years, given the average of 287 residential building permits since 1985.
	The City will maintain reasonable development impact fees in order to maintain housing affordability.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. A 1991 20-city survey showed that Tulare had the lowest development impact fees of all the cities surveyed, \$3567 per unit. The average was \$8483.
	The City will maintain reasonable planning fees in order to maintain housing affordability.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. A 1984 four-agency survey showed that Tulare had the lowest planning fees of all the agencies surveyed.
	The City will continue to process planning permits in a timely manner.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. In 1980, a report entitled "Analysis of Planning Services in Tulare County", indicated that Tulare had the fastest processing time for parcel maps, subdivisions, use permits and zone changes of all agencies surveyed.
	The City will continue to reimburse developers on oversizing of sewer and water lines using oversize participation agreements	Citywide	City of Tulare	Sewer and Water Funds	Ongoing	Accomplished.
<i>D. Conserve and improve the existing affordable housing stock, Section 65583 (c)(4)</i>	The City will continue to maintain present Building Code procedures.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. Tulare regulates building construction through the 1988 Uniform Building Code. Building codes normally are not viewed as a constraint on development but a mechanism for insuring the safety of the building being constructed.
	Assist 180 low-income households with rental payments.	Citywide	Housing Authority	HUD, Section 8	1985-1991	Accomplished. The Housing Authority has assisted an average of 180 low-income households over the planning period.
	Assist 54 very low and low-income	Redevelopment	Tulare Redevelopment	CDBG funds/tax	1985-1991	Partially accomplished. The

TABLE NO. 4
EVALUATION OF 1985 TULARE HOUSING ELEMENT - PROGRAMS

PROGRAM	ACTION PLAN	TARGET	RESPONSIBLE AGENCY	FUNDING SOURCE	TIME FRAME	RESULTS
	households with rental payments. Rehabilitate 75-100 deteriorated housing units	District Citywide	Agency Self-Help Enterprises	increment CDBG funds	1985-1991	Agency rehabilitated 165 units. Not accomplished. Self-Help did not rehab. any units.
<i>E. Equal housing opportunity, Section 65583(c)(5)</i>	Maintain existing condition of equal housing opportunity for all housing programs in Tulare.	Citywide	City of Tulare	General Fund	1985-1991	Accomplished. The Tulare Redevelopment Agency formed the Fair Housing Task Force, which later became a HUD-sponsored Community Housing Resource Board (CHRB).
		Citywide	Self-Help Enterprises	CDGB funds	1985-1991	Accomplished. Self-Help is an equal housing opportunity provider.
		Citywide	Tulare County Housing Authority	HUD funds	1985-1991	Accomplished. The Housing Authority is an equal housing opportunity provider.
<i>F. Public participation, Section 65583(c)</i>	An action plan for this housing program was not formally included in the 1985 Housing Element; however, public hearings were conducted on the adoption of the Housing Element and on specific housing projects and programs that were proposed between the years 1985 to 1991, including the Redevelopment Agency's CHAS program and Housing Authority and Self-Help housing projects.	Citywide	various agencies	various funding sources	1985-1991	Accomplished.



CHAPTER 3

COMMUNITY PROFILE

CHAPTER 3 • COMMUNITY PROFILE

Tulare, a city of 34,078 people, is located in the southern San Joaquin Valley, approximately 60 miles north of Bakersfield and 45 miles south of Fresno (see Map No. 1). It is situated in the northwest portion of Tulare County, bisected by State Highway 99 and the Southern Pacific Railroad (see Map No. 2). Tulare is the second largest incorporated city in the county. Visalia, the largest city with a population of 78,846, is the county seat and lies about 10 miles north.

Tulare was founded in 1872 when the Central Pacific Railroad was constructed across Tulare County. With the addition of the Santa Fe Railroad, which runs east and west, and the construction of State Highway 99 in 1950, Tulare became a major transportation and agricultural service center for the Tulare/Kings County area.

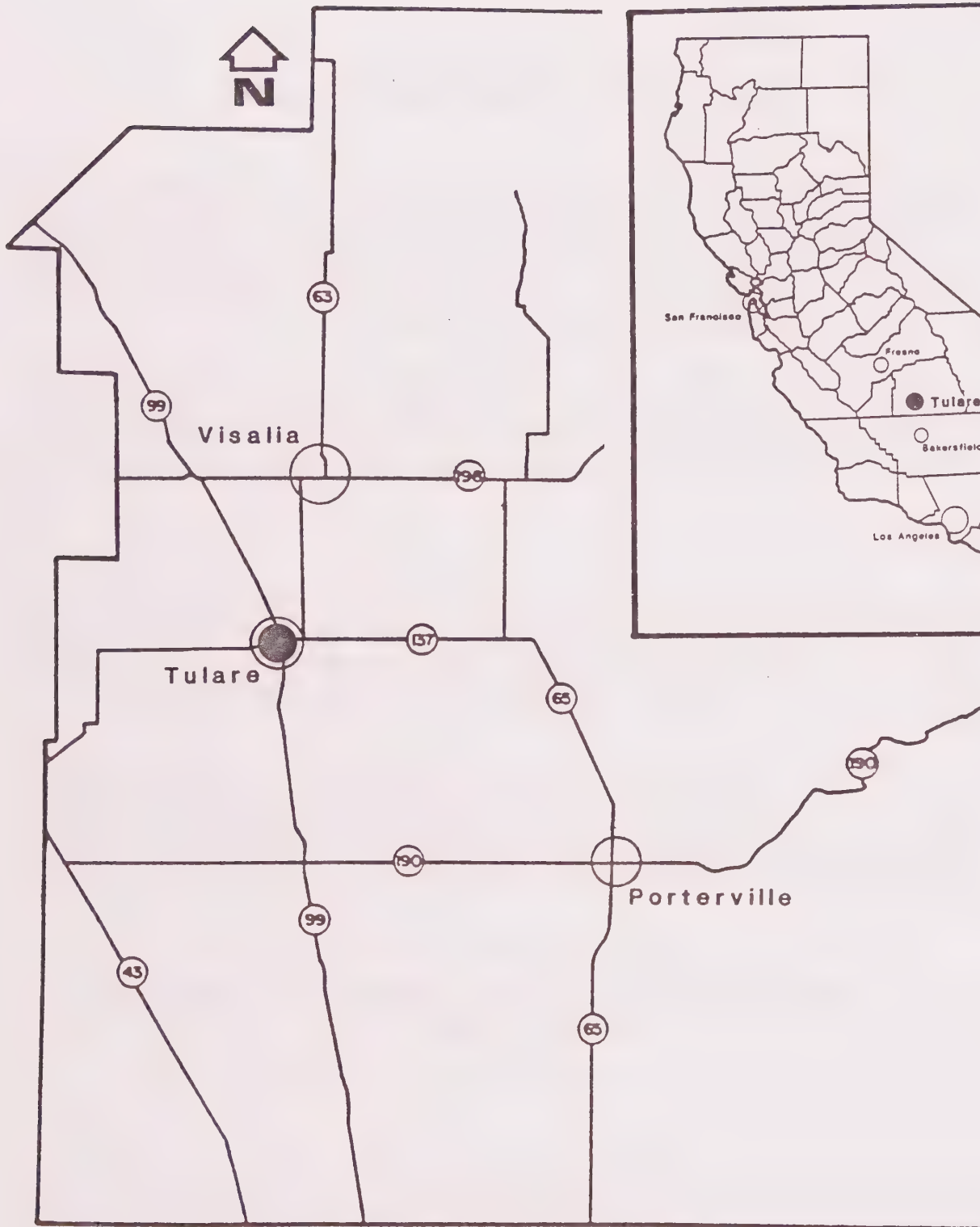
POPULATION

The greatest surges in Tulare's population occurred in the decades of the 20s, 30s and 40s, and during the 70s and 80s. From the later part of the 1920s to 1950, Tulare experienced an immigration of people from farming regions in the Dust Bowl and by people outside of California searching for work associated with the war industries.

In the 1970s and 1980s Tulare grew as a result of its aggressive industrial development program and an overall influx of people into the San Joaquin Valley - a result of lower housing prices; fewer metropolitan problems, like crime, congestion and poor public schools; and better employment opportunities. Through 2010, Tulare is expected to continue to grow at rates ranging from 3.0 to 4.5 percent.

*Tulare is projected to more than double in population by 2010, from
34,078 to 75,404*

In 1960, the three major cities that surround Tulare - Hanford, Visalia and Porterville - were similar in size in terms of population. Visalia, the county seat for Tulare County, has grown rapidly since 1960, expanding from 15,791 to 75,636. Tulare, Porterville and Hanford have grown at a more moderate rate, each having a population of around 30,000 in 1990.



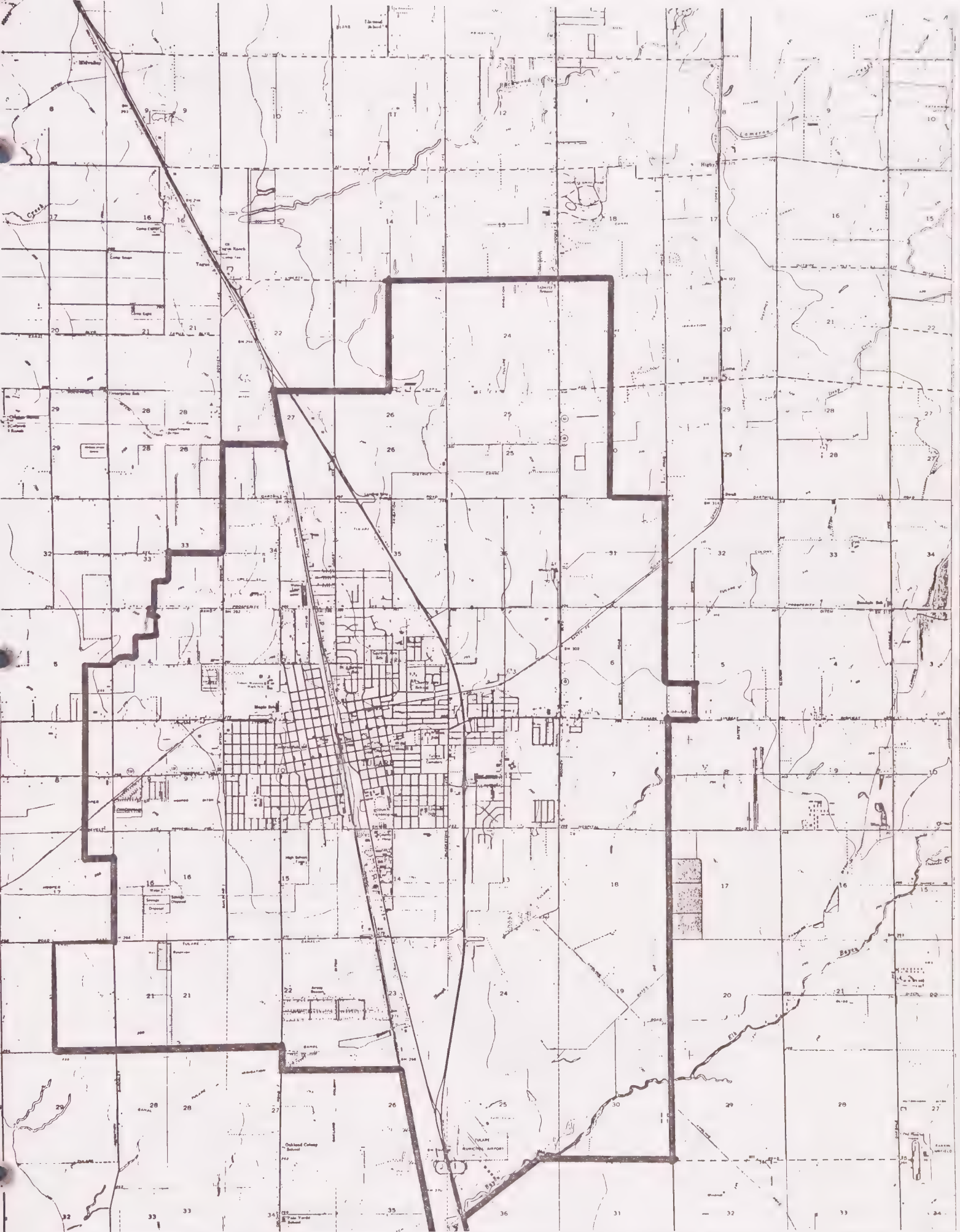
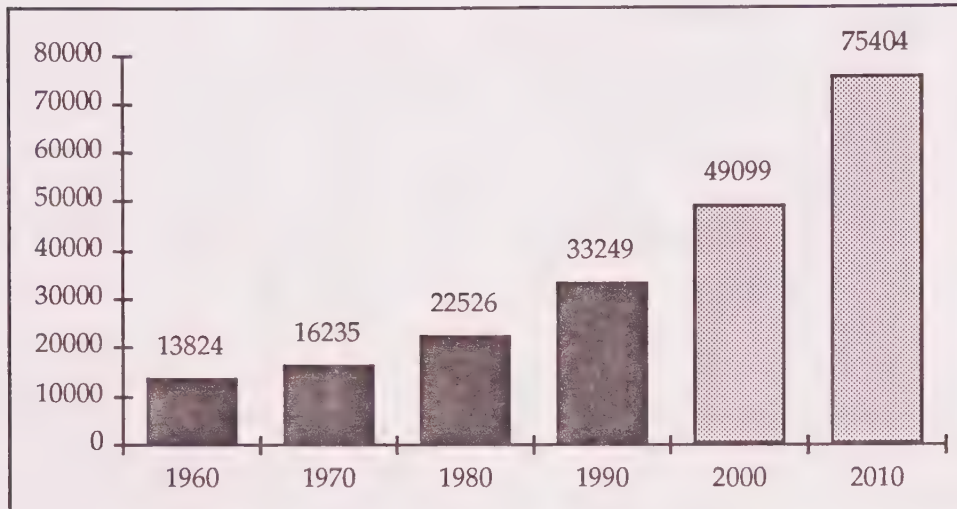
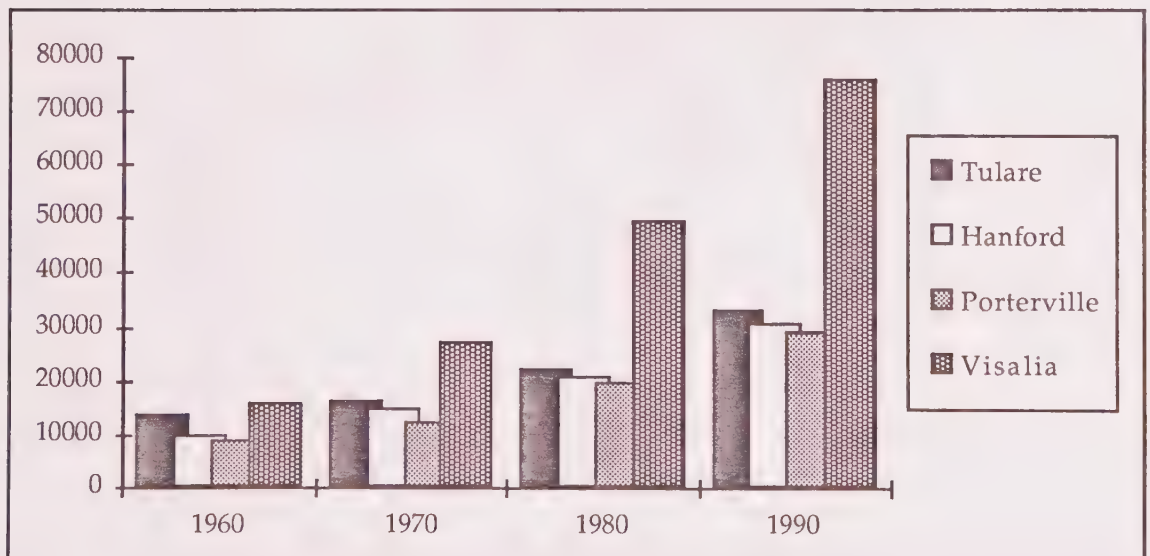


Figure No. 3
Tulare Population: 1960-2010



Source: U.S. Federal Census; Wagstaff and Associates, 1991

Figure No. 4
Population of Nearby Cities



Source: U.S. Federal Census

AGE DISTRIBUTION

The age distribution of a city's population can be used to predict certain trends that will occur in the future. For example, an increasing population in the 0-5 age category indicates that there will be a need for additional kindergarten classrooms in the local school system; an expanding 65 and over population reveals a future need for senior housing and convalescent facilities.

The 1990 Census showed a marked change in three significant age categories. Since 1980, the 0-5 age category has increased from 9 to 12 percent of the total population; the 65 and over category has increased from 12 to 14 percent; and the 20-30 age category has decreased from 17 to 15 percent.

EMPLOYMENT

Tulare County is the second most productive county in the United States as measured by agricultural receipts; Fresno County to the north is number one. As with the county, the City of Tulare's economy is primarily based on agriculture. However, since the 1970s, when Tulare established its industrial park, it has diversified into manufacturing and agriculturally-related economies. Major plants operating in Tulare include Dairymans, dairy products processing (550 employees); Gruman-Olsen, truck body manufacturing (350 employees); Southern California Edison Service Center, utility (300 employees); Haagen Dazs, ice cream manufacturer (100 employees, estimate); and Craft, cheese packaging (125 employees). In 1991, Tulare lost its largest employer, Louis Rich, a poultry processing facility that employed 1400 persons. Fortunately, Stella Cheese, who will eventually employ 200 persons, is in the process of constructing a plant in Tulare. Furthermore, local officials are optimistic that the Louis Rich plant will be occupied by another firm in the near future.

Growth in employment will also occur with existing firms - Haagen Dazs, Dairymans and U.S. Cold Storage have all indicated that they will be expanding their work force within the next 1 to 2 years.

Tulare's diversification into non-agricultural industries has helped to increase household incomes, which has provided Tulare households with an improved opportunity to purchase a home

Tulare's diversification into non-agricultural industries has increased median household incomes in the community. Higher hourly wages paid in the manufacturing and service sectors have provided Tulare households with the income to purchase a single family home, even as home prices are on the rise in the

Valley. Higher median household incomes have also insured that Tulare households are not "overpaying" for their housing.

Employment figures for 1980 indicated that Tulare has 28 percent of its work-force employed in the service sector followed by retail trade, 19 percent, and manufacturing, 16 percent. Only 9.5 percent of its work-force is employed in agriculture while in the county as a whole, this sector employs 20 percent.

Table No. 5
Employment by Industry

Industry	City of Tulare	% of total	Tulare County	% of total
Agriculture	789	9.50	18,824	20.00
Construction	633	7.60	5,513	5.80
Manufacturing	1,351	16.20	12,766	13.00
Transportation	439	5.20	3,120	3.30
Communications and Utilities	199	2.30	2,493	2.60
Wholesale Trade	415	5.00	4,248	4.50
Retail Trade	1,605	19.30	14,842	15.60
Finance (Insurance) and Real Estate	343	4.00	3,708	3.90
Services	2,327	28.00	26,204	27.60
Government	224	3.00	3,179	3.30
Total Employed	8,325	100.00	94,897	100.00

Source: 1980 U.S. Federal Census

INCOME

Tulare's median household income has increased from \$13,547 in 1980 to an estimated \$19,631 in 1990, a 45 percent increase. Statewide, the median household income increased by 53 percent. Unfortunately, for families in Tulare and statewide home prices increased 55 and 108 percent, respectively. Conversely, rents increased by 43.6 and 72.6 percent, respectively.

Since 1980, household incomes in Tulare have kept pace with rent increases but have fallen behind with home prices but are still well below State averages.

ETHNICITY

Since 1975, Tulare has become a more ethnically diverse community. In 1975, the non-white ethnic population comprised 31 percent of the population. In 1990, that percentage increased to 43 percent. The fastest growing ethnic groups were Hispanics and Asians, up 15 and 1.5 percent, respectively. The White population declined from 69 percent in 1975 to 57 percent in 1990.

Table No. 6
Ethnicity

Ethnic Group	1975	1980	1990
White	69 percent	63 percent	57 percent
Hispanic	19	28	34
Black	7	6	6
Am. Indian	1	1	1
Asian	0	1	2
Other	4	1	0
Total	100 percent	100 percent	100 percent

Source: Special Census, 1975, State Department of Finance; U.S. Federal Census, 1980; U.S. Federal Census, 1990.



CHAPTER 4

HOUSING PROFILE

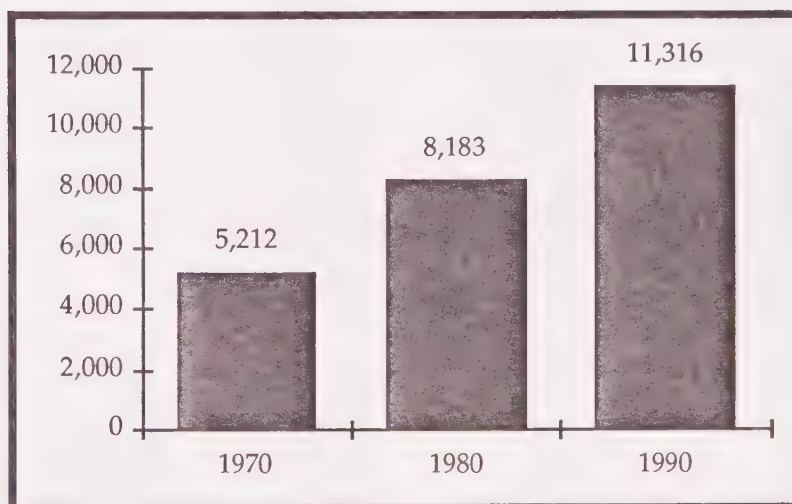
CHAPTER 4 • HOUSING PROFILE

This chapter provides an overview and evaluation of Tulare's housing stock, its housing characteristics and trends in the local housing market. Analysis of past trends provides a basis for determining the future housing needs of Tulare.

Housing Units

A review of census data indicates that Tulare's housing stock grew by 3542 units during the period 1980-1990. Data summarized in Figure No. 5 reveals that the number of dwelling units in Tulare increased from 7774 in 1980 to 11316 in 1990, an average annual increase of about 344 units.

Figure No. 5
Total Housing Units 1970 - 1990



Source: U.S. Federal Census, 1970,1980,1990

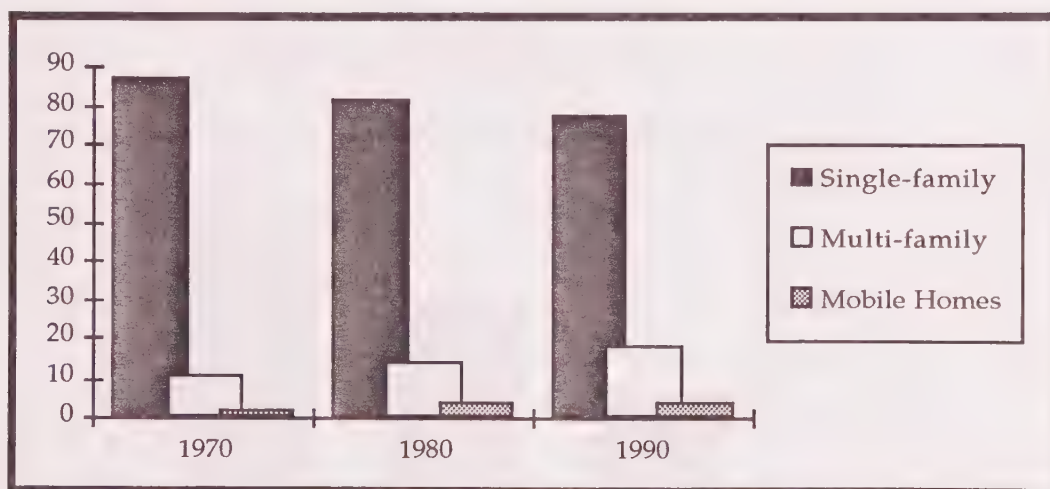
The information presented in the above table indicates that the growth rate of Tulare's housing stock over the last two decades has remained fairly constant. The City's housing stock grew by 49 percent during the '70s and by 45 percent in the '80s. The 45 percent for the '80s closely mirrors the State's growth in housing units of 48 percent.

Housing Types

The change in housing mix - single family units versus multi-family units versus mobile homes - can be a good indicator of a city's future housing needs. For example, if the housing mix is trending towards a greater percentage of multi-family and mobile home units, it may be an indication that persons can not afford a single family home, or if the percentage of attached single family homes (condominiums) is increasing while detached single family homes have a decreasing percentage, it may mean that attached housing units are more affordable.

In California, since 1970, the detached single family unit has decreased from 64 percent of the total housing stock to 55 percent in 1990; attached single family units have increased from 2.9 percent to 5.6 percent; multi-family units from 30 percent to 35 percent; and mobile homes from 2.8 percent to 4.4 percent.

Figure No. 6
Types of Housing Units, 1970 to 1990



Source: U.S. Census, 1970, 1980, and 1990

An examination of the table above provides insight into the changing demand for different types of dwelling units in Tulare. Although the dominant type of dwelling unit continues to be the conventional single-family residence, its predominance has been steadily declining. Tulare's housing stock has emulated changes that have occurred statewide in that single family units as a percent of the total housing stock have decreased, 87 percent to 78 percent, while multi-family units and mobile homes have increased, 11 to 18 percent and 2 to 4 percent, respectively.

The increase in multi-family units and mobiles as a percent of Tulare's total housing stock is an indication that there is an increase in the demand for these types of housing units. The obvious reason is that single family dwelling are becoming less and less affordable to persons seeking housing.

Household Size

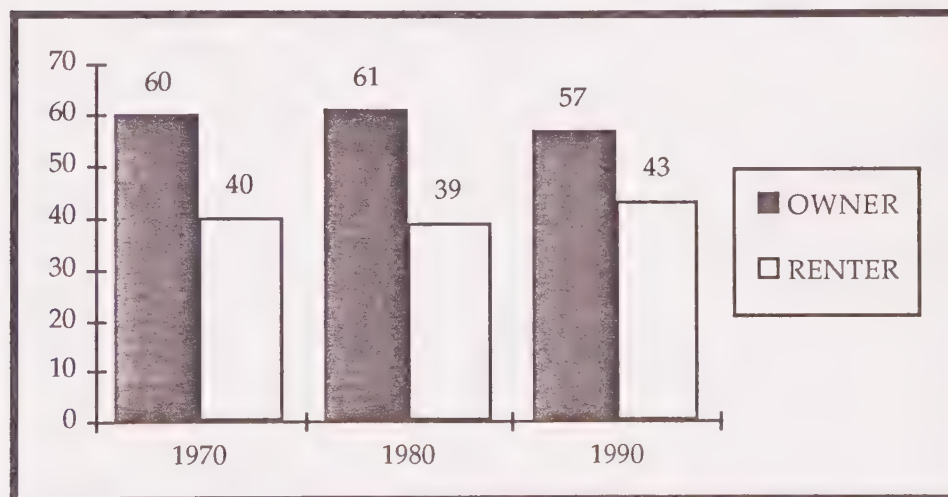
In 1970, the average number of persons per household unit in Tulare was 3.09; this number dropped to 2.87 persons per household in 1980 and climbed back to over three, 3.04, in 1990. Tulare's household size was still below Tulare County's figure of 3.12 but above the state figure of 2.79.

Housing Tenure

Home ownership within Tulare decreased by four percent since 1980. The major factor contributing to this trend is that housing prices are outstripping household incomes. The decreasing ability of families to purchase homes will translate into a need for more rental housing. This trend is also supported by Figure No. 7, which shows that the number of rental units as a percent of the total housing stock has been increasing over the last decade.

Generally, a community that has a high percentage of owner-occupied units is more stable and better maintained. The pride-of-ownership seems to be the underlying factor that promotes this condition. Tulare's percentage of owner-occupied to renter-occupied units is 57 percent versus 43 percent; the county is 60 percent versus 40 percent; and the state is 60 percent versus 40 percent.

Figure No. 7
Housing Tenure, 1970 to 1990



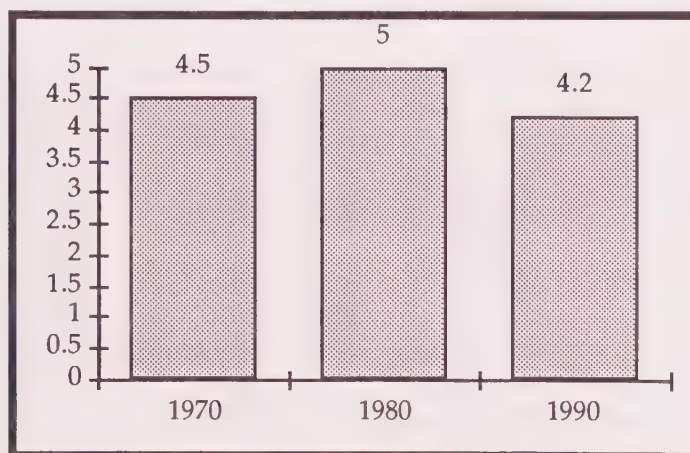
Source: U.S. Census 1970, 1980, 1990

Vacancy Rates

The vacancy rate is a measure of the general availability of housing. It is desirable to have a vacancy rate that offers a balance between a buyer and a seller. The State uses five percent as a rule-of-thumb for a desirable total vacancy rate. The State also feels that a total vacancy rate of less than four percent could represent a significant shortage of housing units. In 1990, Tulare's total vacancy rate was 4.2 percent, well below the State's total vacancy rate of 6.2 percent.

Vacancy rates can change quickly in a small city when a large single family subdivision or apartment complex becomes available for occupancy. Factors that can influence the rate and number of new units becoming available for occupancy include interest rates, permit processing time, planning moratoriums, and general plan goals and policies. In Tulare, none of these factors have restricted the number or rate in which housing units become available to the public.

Figure No. 8
Total Vacancy Rates, 1970 to 1990



Source: 1970, 1980, and 1990 Census

Housing Condition

Four housing condition surveys have been completed for Tulare since 1970. These surveys provide decision-makers and city management with a snapshot of the condition of the city's housing stock. These surveys also identify for the housing specialist which housing units are in need of minor and major rehabilitation and which units need to be demolished for health and safety purposes. The housing specialist can also use this survey information in working with the Tulare Building Department to implement the State Housing Code.

The housing survey that was conducted for 1991 Housing Element revealed that only two percent of the dwellings were dilapidated, which should be demolished for

reasons of public health, and nine percent were deficient, which potentially can be rehabilitated.

Only two percent of Tulare's housing stock is dilapidated; nine percent is deteriorated and can potentially be rehabilitated.

Table No. 6 summarizes the results of the housing condition surveys conducted in Tulare. The 1991 survey grouped dwelling units into the following four categories:

- 1) Sound Structure (standard): a well maintained structure in good condition with no or very few defects of minor consequence.
- 2) Deficient Structure (substandard): a structure in relatively good condition, but in need of more than a few minor repairs and in general maintenance.
- 3) Deteriorated Structure (substandard): a structure in need of several minor repairs including plumbing and electrical work and roof repairs.
- 4) Dilapidated Structure (substandard): a structure in need of more than two major repairs and/or a high number of minor repairs which makes the rehabilitation of the structure economically unfeasible.

A comparison with the housing quality survey conducted for the 1985 Housing Element reveals that the percentage of substandard dwellings in Tulare has decreased. In 1985, about 17 percent of the City's dwellings were rated as substandard, as compared to 11 percent in 1991.

Table No. 7
Housing Condition Surveys

HOUSING CONDITION	1970	1976	1983	1991 (housing units)
Sound (Standard)	72 percent	95 percent	83 percent	88 percent (10284 housing units)
Deficient (substandard)	20	5	16	7 percent (818 housing units)
Deteriorated (substandard)				2 percent (234 housing units)
Dilapidated (substandard)	8	>1	>1	2 percent (234 housing units)
	100 percent	100 percent	100 percent	100 percent (11570 housing units)

Source: Tulare County Planning Department, 1970; Tulare County Association of Governments, 1976; City of Tulare Planning Department, 1983; and Collins & Associates, 1991.

A review of the above surveys, if the 1976 survey is discounted, shows a steady trend towards a housing stock that is in good condition, a small percentage of which require rehabilitation.



CHAPTER 5

HOUSING NEEDS

CHAPTER 5 • HOUSING NEEDS

Existing Housing Needs

Like most cities in the State, Tulare's goal of providing a decent home and suitable living environment for every family has not yet been achieved. Since 1985, however, Tulare has been making good progress towards meeting this goal, as described in detail in Tables 3 and 4 of this Element. The following analysis of current housing conditions documents Tulare's housing problems as they relate to various segments of the population.

Housing need is a complex issue, consisting of at least four major components: housing affordability, housing quality, housing quantity and overcrowding. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing, including the elderly, the handicapped, female heads of households, the large family, farm workers, and the homeless.

Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary State and federal goal is the provision of a decent home and a satisfying environment that is affordable.

A primary federal and State housing goal is the provision of a decent home and a satisfying environment that is affordable

The private sector generally responds to the majority of a city's housing needs through the production of market-rate housing. Non-market rate housing is usually provided by public housing agencies and nonprofit housing organizations.

There are many factors that determine the cost of a home. Some of these factors can be controlled at the local level, others cannot. It is a primary goal of Tulare to insure that local policies, regulations and ordinances do not unnecessarily increase the cost of housing beyond the purchasing or renting power of people in Tulare.

Some of the problems that result from increased housing costs include the following:

- Affordability: As housing prices and financing rates climb, fewer people can afford to purchase homes. Households with moderate incomes who traditionally purchased homes, compete with low income households for rental housing. This can result in lower vacancy rates for apartment units

and higher rents. Presently, lower interest rates and stable home prices is making it easier for a moderate-income household to purchase a home.

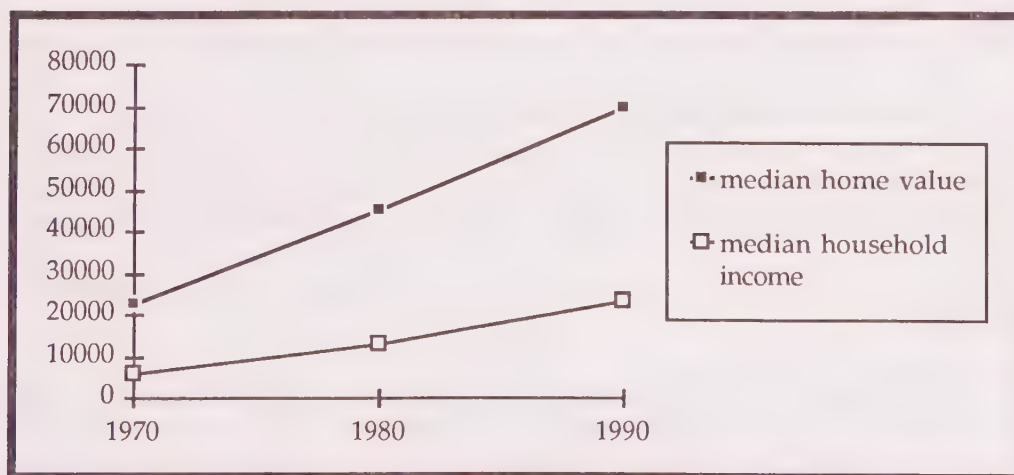
- Overpayment: The cost of housing eventually causes fixed-income and low income families to use a disproportionate percentage of their income for housing. This causes a series of other financial problems often resulting in a deteriorating housing stock because the costs of maintenance must be sacrificed for more immediate expenses (e.g., food, clothing, medical care and utilities).
- Overcrowding: As housing prices climb, lower- income households must be satisfied with less house for the available money. This can result in overcrowding, which places a strain on physical facilities and family relationships and can cause conditions that contribute to both deterioration of the housing stock and neighborhoods.

Affordability

The 1990 U.S. Census indicated that the median home price in Tulare was \$70,300; in 1980 it was \$45,300. The county median home price in 1990 was \$73,900 while Tulare's closest neighbor, Visalia, was \$90,300.

A graphic illustration of the increasing difficulty facing prospective homebuyers is displayed below. This graph compares the median household income with the median home price for Tulare from 1970 to 1990. Tulare's median home price rose an estimated 350 percent while median household income rose only 214 percent. The gap between these two growth rates symbolizes the households that have fallen from the ranks of being able to afford a home.

Figure No. 9
Median Home Price vs Median Household Income



Source: U.S. Census, 1970, 1980, and 1990

On a statewide level this affordability gap trend is even worse. The median home price increased by 744 percent, from \$23,100 to \$195,500, while the median household income increased by only 265 percent, \$9,302 to approximately \$34,000.

It is obvious from the information above that households in Tulare have a better chance of purchasing a home when compared to households on a statewide average.

Households in Tulare have a better chance of purchasing a home than an average household in other parts of the State

The Census also indicated that the median gross rent in Tulare was \$336. This compares with a county average of \$324 and \$384 for Visalia. Tulare's rent increased 43 percent since 1980, while the median household income has increased 45 percent. This is good news for households that wish to continue to rent in that their incomes are not being outstripped by housing costs. Unfortunately, this is not the case on a statewide level. Over the last ten years, rents have increased 72 percent while median income has increased 53 percent.

Since 1980, household incomes in Tulare have kept pace with rents. On a statewide level, rents have increased 72 percent while incomes by only 53 percent.

Overpayment

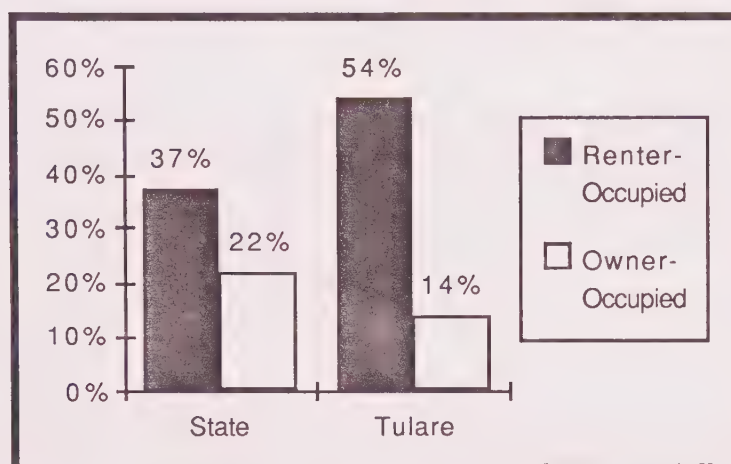
Overpayment is defined by the State as a household that is paying more than 25 percent of its income towards housing. The report, California Statewide Housing Plan Update, indicates that there is an inverse relationship between household income and housing costs. In 1980 most households with incomes below \$5000 paid more than 25 percent of their incomes towards housing; more than two-thirds of these households paid 35 percent of their incomes towards housing. Conversely, only 15 percent of the households with incomes over \$25,000 paid more than 25 percent of their incomes towards housing.

Overpayment can have an adverse impact on families, especially low-income families, because it leaves less money for other basic necessities, including food, medical expenses, child-care, utilities, and home maintenance.

Overpayment information is not currently available from the 1990 Census. The

1980 Census did, however, provide this information. The percent of owner-occupied and renter-occupied households that were overpaying in 1980 is displayed below, as well as low-income overpayment households.

Figure No. 10
Low-Income Overpayment Households

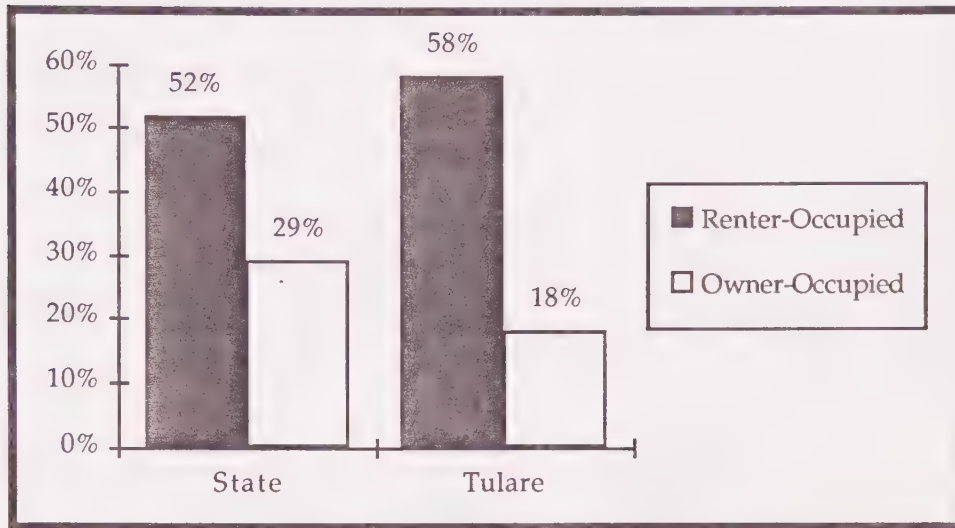


Source: 1980 U.S. Census

The number of overpayment households in Tulare can also adversely affect the city in a number of ways. (1) Money that would otherwise be spent on goods and services is being devoted to housing payments. This adversely affects local employment and sales tax revenue. (2) Homeowners are unable to spend as much money on maintenance and repair of their homes, resulting in potential deterioration of the structure. (3) A lack of upkeep on residential structures can adversely affect the local neighborhood, which in turn negatively influences property taxes and neighborhood appearance.

Fifty-four percent of Tulare's renter-occupied households are low-income households that are overpaying for housing, compared to the State figure of 37 percent. Only 14 percent of Tulare's owner-occupied households are low-income households that are overpaying, compared to the State figure of 22 percent.

Figure No. 11
Overpayment Households



Source: 1980 U.S. Census

Overcrowding

About 12 percent of Tulare's housing units were "overcrowded" in 1990. This is higher than the State average of 6.9 percent but lower than the county figure of 14 percent. The Bureau of Census defines overcrowded housing units as those having more than one person per room.

Overcrowding is often reflective of one of three conditions: a family is living in too small a dwelling, a family is required to house extended family members (e.g. grandparents or grown children and their families), or a family is renting inadequate living space to non-family members (e.g. families renting to seasonal farmworkers). Whatever the cause of overcrowding, there is a direct link between overcrowding and housing affordability.

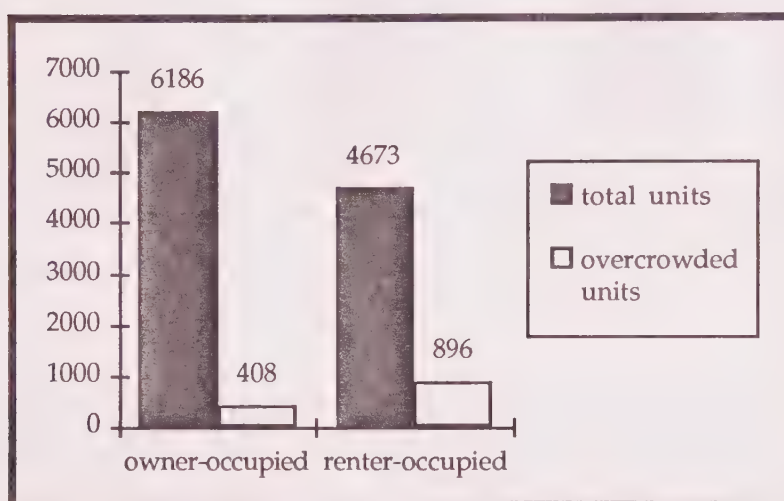
Conditions that lead to overcrowding include the following:

- Homeowners/renters with large families that are unable to afford or find dwellings with four or more bedrooms.
- Older children wishing to leave home who cannot qualify for a home loan or are unable to make rental payments.
- Grandparents on fixed incomes who are unable to afford suitable housing or have physical handicaps that force them to live with their children.

- Families with low incomes who permit overcrowding to occur in order to derive additional income by renting bedrooms, garages, or secondary residential units.

The extent of the overcrowding problem is shown on the following table. However, the specific causes cannot be determined without conducting special studies.

Figure No. 12
Overcrowded Housing Units



Source: 1990 U.S. Census

Overall, renters are almost twice as likely to live in overcrowded conditions as homeowners. This condition is somewhat related to Tulare's agricultural nature. Not surprisingly, many units become overcrowded during peak harvest times. There are a number of ways to address this problem including the addition of bedrooms to existing units, rehabilitation of uninhabitable units and simply, the construction of new units.

Special Needs

State Housing Law requires that the special needs of certain disadvantaged groups be addressed in a city's housing element. The needs of the elderly, handicapped, large families, female heads of household, farmworkers and homeless are discussed below.

Special housing needs of households receiving AFDC (Aid to Families with Dependent Children) in the Tulare District (8/1/92), which includes a number of

small unincorporated, urban areas are listed below. The Tulare District is second behind Visalia in terms of providing AFDC assistance.

Female Heads of Household receiving AFDC: 6900 persons

Total number of persons receiving AFDC assistance: 9448 persons

Unemployed AFDC assistance: 2448 persons

The Tulare County Housing Authority maintains a waiting list for families who wish to secure housing assistance. The number of families on the Housing Authority's waiting list are delineated below by special category. As of August, 1992, of the 631 applicants for Housing Authority units or Section 8 certificates and vouchers, 336 had been housed by the Authority. These applicants are broken down as follows:

1. Elderly/ handicapped (head of household over 62 years old or one person is handicapped): 101 applicants; 90 housed.
2. Large families (have five or more persons): 181 applicants; 103 housed.
3. Female-headed: 316 applicants; 139 housed.
4. Farmworker: 13 applicants; 18 housed.

Elderly Persons

The special housing needs of the elderly are an important concern of Tulare since they are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly maintain special needs related to housing construction and location. The elderly often require ramps, handrails and lower cupboards and counters to allow greater access and mobility. In addition, the elderly have special needs based on location. They need to have access to shopping centers, medical offices, and public transit. In most instances, the elderly prefer to stay in their own home rather than relocate to a retirement community, and therefore may need assistance to make home repairs.

In 1990, Tulare had 3558 persons that were 65 years of age or older, 10.7 percent of the total population. The State figure was 11.4 percent. Elderly households made up 21.7 percent of the households in Tulare; 27 percent of these households were renter-occupied.

Handicapped Persons

There are many types of handicaps and definitions can be a problem. Local

government utilizes the definition of "handicapped" person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement. Generally, persons who have serious respiratory or cardiovascular ailments, are visually impaired, are non-ambulatory, or who have serious physical problems that prevent them from completing normal daily functions, are considered handicapped.

Handicapped persons often require specially designed dwellings that permit free access not only within the dwelling, but to and from the site. The California Administrative Code Title 24 requirements mandate that public buildings, including motels and hotels, provide for wheelchair access. Rampways, larger door widths, restroom modifications, and other improvements, enable better access to the handicapped. Such standards are not mandatory of new single family or multi-family residential construction, fewer than ten units.

Like the elderly, the handicapped also have special needs based on location. Many desire to be located near public facilities, and especially near public transportation facilities that provide service to the handicapped.

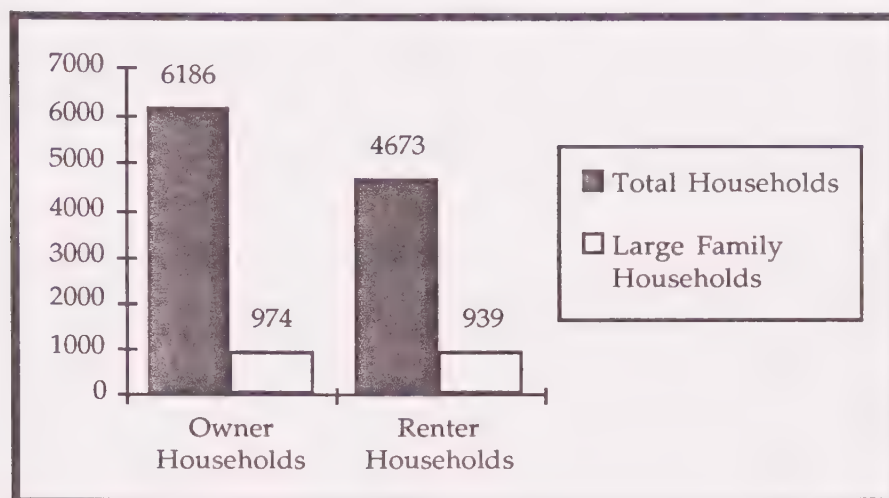
In 1980, the Census indicated that the number of persons who had handicaps that either restricted them from working or from using public transportation was 537, 6.45 percent of the labor force. The total disabled population in 1980 was about 7 percent of the Tulare population. A survey, conducted by the Tulare Redevelopment Agency, of several housing complexes that have handicapped accessible units found that there were no unmet housing needs for this special needs group.

Large Family Households

A large family household is one that consists of five or more family members. This group is placed in the special needs housing category because these families often find it difficult to find a house that they can afford which contains the necessary number of bedrooms to avoid overcrowding. The percentage of large family households has ranged from 20.4 percent in 1970 to 14.5 percent in 1980 to 17.6 percent in 1990, the State had a figure of 14.2 percent in 1990. Figure No. 13 indicates the number of owner- and renter- occupied households that had five or more family members in 1990.

Large family, lower-income households represent a unique housing need. Not only are they struggling to afford a housing unit but they are also searching for one with enough bedrooms.

Figure No. 13
Large Family Households



Source: 1990 U.S. Census

Female Heads of Household

Female head of household means a family-occupied housing unit with one female parent and one or more children. This group has unique housing needs in that the female must financially support the household. The income of this group is generally below the median household income and in fact, can experience a high incidence of poverty and need for public assistance. In 1990, over 12 percent of Tulare's households were female-headed, unchanged from the 1980 figure.

In 1990, over 12 percent of Tulare's households were female-headed, unchanged from the 1980 figure.

A high poverty level often results in poorly maintained dwellings since income is more apt to be spent on more immediate needs such as food, clothing, transportation and medical care. Since the female's time may be limited to taking care of basic household chores, earning income, and caring for her children, she may have little time to spend on maintaining or repairing the home. Improvement in salary levels for females and a greater supply of affordable day care centers will enhance this housing group's ability to afford and maintain a home.

Farm Workers

More persons are permanently and seasonally employed in agriculture in Tulare

County than in any other sector of the economy. The State Department of Employment Development (EDD) reported that in 1990, 35,594 persons were employed in agriculture.

Farmworkers are divided into two categories - regular and seasonal. Regular farmworkers are defined by EDD as those who work 150 or more days for the same employer. Seasonal farmworkers, who represent about three-quarters of the County's farmworker work force, are persons who travel more than 50 miles across county lines to obtain agricultural employment.

Seasonal farmworkers represent one of the most disadvantaged housing need groups because they are constantly traveling from location to location. This prevents them from being able to rent. Most landlords require a first and last months rent and sometimes require long-term leases. In addition, even if a seasonal farmworker could find a rental unit, the likelihood of that person being able to afford the unit is remote. In most cases, seasonal farmworkers will seek housing in the unincorporated areas of the county, which is significantly less expensive than housing in the cities. Seasonal workers often pool their funds in order to be able to rent housing, often creating overcrowded housing conditions.

City officials have indicated that few seasonal farmworkers live in Tulare, most live in small surrounding unincorporated areas, such as Tipton, Earlimart and Pixley.

Homeless

The City of Tulare formed a task force on the "homeless" and in April of 1990 reported their findings. A survey conducted by the police department indicated that three homeless people lived on the "streets" in Tulare. All three were adult, white males that were over 50 and unemployed.

The task force also surveyed low-priced motels and trailer parks to determine if residents of these facilities were homeless. Of the 63 residents of the motel, half considered themselves to be homeless. Many of the residents commented that they could not save enough money for the first and last months rent and a deposit to rent a house or apartment. About 30 percent of the people in the trailer park categorized themselves as homeless. Other findings made by the task force are as follows:

- People were living in the trailer park or motel because it was the cheapest place in town.
- Many of the families received aid from the Department of Social Services.
- Over 40 percent of the bedrooms had more than four persons living in it.
- Sixty-five percent of the motel occupants were unemployed.

-
- Most of the motel rooms contained inadequate cooking facilities.

Various churches in Tulare provide support services for the homeless. The Tulare Community Rescue Mission provides a soup kitchen for feeding the poor. Tulare Emergency Aid, a non-profit organization, provides shelter, clothing and food for individuals and families who need some kind of short-term assistance.

Conclusion

Tulare's unmet housing needs is most serious in the areas of low-income, renter-occupied households that are overpaying - spending more than 25 percent of their income towards housing; overcrowded, renter-occupied households; and elderly households.

In 1980, 1372 renter-occupied households were overpaying. Census figures for 1990 were not available. This number equaled 54 percent of the renter-occupied units in Tulare; the figure for the State was 37 percent. Tulare's housing programs that focus on providing housing for lower-income households will mitigate this situation, especially those programs that involve assistance to renters, which are detailed in the City's Comprehensive Housing Affordability Strategy (CHAS).

Overcrowded, renter-occupied households, occupying 896 units, will be eliminated by housing programs which provide rental units with more than three bedrooms, such as the California Rental Housing Construction Program (RHCP).

Elderly households made up 21.7 percent of Tulare's households; 27 percent of these households were renter-occupied. The Redevelopment Agency working with the Housing Authority plan to construct a 52-unit senior housing complex in 1993.

The Redevelopment Agency will provide staff support to the Tulare Interagency Council on the Homeless to assist them in their efforts to provide shelter, food and clothing to the homeless.

PROJECTED HOUSING NEEDS

Information presented in previous chapters documented the recent growth in the population and housing stock of Tulare. Between 1980 and 1990, the population has increased by almost 48 percent, while the total number of housing units has grown by nearly 38 percent. Long-range projections indicate that the population of Tulare will grow from 33,249 in 1990 to 40,139 in 1997.

Methodology for Calculating Regional Housing Needs

The Tulare County Regional Housing Needs Plan, prepared by the Tulare County Association of Governments (TCAG), calculated the projected new housing construction need for Tulare by using 1997 projected population and housing unit numbers from the State Department of Finance. The projected housing unit need by income group was estimated by taking Tulare's 1990 income category figures (30 percent very low-income, 18 percent low-income, 18 percent moderate-income, and 34 percent above moderate-income) and applying them to 1997 housing unit projections. TCAG's projections are contained in Appendix B of the Housing Element.

Tulare's Modification of Regional Housing Needs

Upon review of TCAG's methodology for calculating regional housing needs numbers, the City of Tulare has determined that the 1997 housing unit projections are too high. TCAG's projections show an average of 371 housing units being constructed per year. Tulare estimates that only 330 units per year will be constructed. This is based on historical building permit data and the planning staff's assessment of future residential development activity.

Projected Housing Demand for All Income Levels

Tulare's projected total housing need for 1997 is 2595 housing units, an average of 330 housing units per year. This projection takes into account the number of households by income group, vacancy rates, housing market removals, and existing housing units. In 1990 and 1991, a net total (new construction - demolition) of 301 and 426 housing units were constructed, leaving a total need of 1868 housing units.

Tulare must construct 1868 housing units by 1997 in order to conform to TCAG's Regional Housing Needs Plan, as modified by the City of Tulare

Lower-income households will continue to constitute the greatest demand for new housing units in the future. TCAG estimates that almost half, 48 percent, of the projected housing demand will be in the lower-income categories. Housing units for these income groups are the most difficult to produce because they require

assistance from the state and federal governments and the active support of the city - planning commission and city council approval. It is, therefore, imperative that the City commit itself to encouraging and promoting the construction of housing for these income categories, for without that support, Tulare will surely fall short of its 1997 housing needs.

Table No. 7 shows the new construction need allocation for the City of Tulare. The new construction need has also been broken down by housing tenure in Table No. 8. The Regional Housing Needs Plan, as modified by the City of Tulare, did not provide a breakdown of the new housing construction need by type, however, using the 1990 Census as a benchmark, the Consultant has provided an estimate for the housing units by type in Table No. 9

Table No. 7
New Construction Needs by Income Group, 1992-1997

<u>Income Category</u>	<u>Number of Units</u>	<u>Percent of Total</u>
Very Low Income	779 housing units	30 percent
Low Income	467	18
Moderate Income	467	18
Above Moderate Income	<u>882</u>	<u>34</u>
	2595units	100 percent

Source: TCAG, 1991

Table No. 8
New Construction Needs by Tenure and Income Category, 1992-1997

<u>Tenure Category</u>	<u>Very Low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>
Owner-Occupied	475	285	285	538 housing units
Renter-Occupied	<u>304</u>	<u>182</u>	<u>182</u>	<u>344</u>
	779	467	467	882 housing units

Source: Tulare County Association of Governments, 1991

Table No. 9
New Construction Need by Housing Type, 1992-1997

<u>Housing Type</u>	<u>Number of Units</u>	<u>Percent of Total</u>
Single family, detached	1868 housing units	72 percent
Single family, attached	104	4
2 to 4 units	303	12
5 or more units	187	7
mobile home or trailer	<u>104</u>	<u>5</u>
	2595 units	100 percent

Source: Collins & Associates, 1991

Farmworker Housing Needs

An important factor to be considered in the determination of regional housing needs is the housing needs of farmworkers. The State Department of Employment Development (EDD) estimates that there were approximately 35,594 agricultural workers in the County of Tulare in 1990, about 13 percent higher than in 1982. Regular farmworkers comprise about 25 percent of the County's farmworker population; the balance is made up of seasonal farmworkers, who work less than 150 days per year for the same employer.

TCAG has used the EDD estimates to project the housing need for farmworker households for 1997. In addition, TCAG has estimated the number of regular and seasonal farmworker households for 1990 and 1997.

Table No. 10
Farmworker Household Estimates, 1990 and 1997

<u>Employed in Agriculture, 1990</u>	<u>Estimated Farmworker Households</u>		<u>Estimated Farmworker Households</u>		<u>Additional Farmworker Households, 1997</u>
	<u>Regular</u>	<u>Seasonal</u>	<u>Regular</u>	<u>Seasonal</u>	
789	207	621	231	692	24 housing units

Source: 1980 Census, State EDD, TCAG

Quantified Housing Objectives

The following matrix quantifies the maximum number of housing units that can be constructed, rehabilitated or conserved over the planning period.

<u>Objective</u>	<u>New Construction</u>		<u>Rehabilitation</u>	<u>Conservation</u>
Very low-income	779	50	2000 (Section 8)	125 (weather)
low-income	467	50	2000 (Section 8)	
moderate-income	467	0	0	
above moderate-income	882	0	0	

Source: TCAG, 1991

At-Risk Housing Units

Under Section 65583 (a) of Housing Element Law, an analysis of existing or potential at-risk assisted housing developments which are eligible to convert to market-rate

housing over the next ten years is required. The following is a list of publicly owned or assisted housing developments within Tulare that were constructed after December 21, 1979.

Bardsley Gardens - 1150 S. Laspina

This project contains 49 senior units. All of the units are one-bedroom units. They were constructed under the FmHA 515 program. The complex is owned and managed by PAM, Inc. Arch Davis, the on-site manager, indicated that the units are not at-risk of being converted due to termination of rent subsidies. Rental assistance is provided by Farmers Home, based on 30 percent of the resident's adjusted income.

An analysis of publicly owned units in Tulare indicates that there are no units that are at-risk. However, a cost analysis has been prepared for a 54-unit, multi-family project on four acres in case the future units should be at-risk.

1. land: \$174,000
2. construction: \$ 1,190,000
3. infrastructure: \$405,000
4. soft costs (loan, points, administration): \$330,883
5. profit: \$178,000
6. Fees, loans, engineering, etc.: \$58,475

TOTAL: \$2,336,358 or \$43,265 per unit.

To make these units affordable to very low and low-income families, the units would be required to be subsidized, using either Investment Tax Credits, land write-down, or public participation in the installation of the off-site improvements.



CHAPTER 6

RESIDENTIAL LAND RESOURCES

CHAPTER 6 • RESIDENTIAL LAND RESOURCES

In order to properly plan for future housing needs, undeveloped lands available for housing within existing city limits and the general plan planning area must be inventoried.

Lack of available land for residential development can artificially restrict the local housing market. This can cause the cost of housing and rent to increase at a rate that is faster than if the land inventory were not restricted. The California Statewide Housing Plan document indicated that land costs as a percent of total housing cost can range from 16 to 40 percent. This difference in land cost as a percent of total housing cost is attributed to the wide range of land costs even within a single community.

Residential Zone Districts

To provide for a wide range of housing opportunities - single family dwelling - small and large, apartments, and mobile homes - Tulare must have sufficient land that is zoned or designated for different housing types. A review of the table below shows that Tulare has an excellent inventory of land that is zoned to different residential categories. Their R-1-5 zone district, provides an opportunity for a small single family dwelling (1100 to 1400 square feet) on a small lot, which could be affordable to moderate-income households and potentially, low-income households with the right financing tool. All of Tulare's single family zones allow for mobile homes as long as they are constructed on a permanent foundation and consistent with the architectural standards contained in the zoning ordinance.

Tulare's multi-family zones, RM-2 and RM-3, provide for apartment units, which can be affordable to low- and moderate-income households. Very low-income households usually require governmental assistance to be able to afford these units.

Tulare's Zoning Ordinance contains eight residential zone districts. The six single family residential zone districts have minimum parcel sizes that range from 5000 square feet (R-1-5) to 20,000 square feet (R-1-20). Tulare has two multi-family zones, R-M-2 (multi-family residential, one unit per 3000 square feet) and R-M-3 (multi-family residential, one unit per 1500 square feet).

Zone District	Zone Density	Units per Gross Acre
R-1-5	1 unit/5000 square feet	8.7 units/acre
R-1-6	1 unit/6000 square feet	7.3 units/acre
R-1-7	1 unit/7000 square feet	6.2 units/acre
R-1-8	1 unit/8000 square feet	5.4 units/acre
R-12.5	1 unit/12,500 square feet	3.5 units/acre
R-1-20	1 unit/ 20,000 square feet	2.2 units/acre
R-M-2	1 unit/3000 square feet	14.5 units/acre
R-M-3	1 unit/1500 square feet	29 units/acre

Note: Gross units per acre does no subtract out rights-of-way or other types of dedication.

Land Inventory: Tulare city limits

Over the next 5 to 10 years, Tulare has ample land within its city limits that is properly zoned, has the necessary off-site services, and is available for residential development. The following table delineates the amount of available land for residential development by zone district and the number of units that could be generated by this land if it were built out. For the R-1-5, R-1-6, R-1-7, and R-1-8 zone districts, the Consultant assumed that only 75 percent of the land is buildable; the balance is used of streets or parking; for the R-1-12 district, 85 percent; the R-M-2 district, 80 percent; and the R-M-3 district, 85 percent. For the UR (urban reserve) and A (agriculture) zone districts, the Consultant assumed development to an R-1-6 density.

Table No. 11
Land Inventory: Tulare City Limits

Zone District	Vacant Acres	Streets/Parking	Net Acres	Net Units
R-1-5	121	30 acres	91	792
R-1-6	399	100 acres	299	2170
R-1-7	39	10 acres	29	180
R-1-8	5	1 acre	4	22
R-12.5	38	6 acres	32	111
A	205	51 acres	154	1118
UR	518	129 acres	389	2824
R-M-2	63	13 acres	50	726
R-M-3	27	4 acres	23	668
TOTAL	1415		1071	8611

Source: City of Tulare Planning Department, 1991

Tulare has enough land within its city limits to accommodate about 8600 new housing units

Land Inventory: Land Use Element Planning Area

Tulare is currently in the process of updating its Land Use Element. The Element is being prepared by a land use consultant, Wagstaff and Associates. It has a planning time frame of 15 years, from 1990 to 2005, and it encompasses a planning area of 20,320 acres, 5,800 acres of which, are designated for residential development. As of 1990, 35 percent, or 3,700 acres, of this residential inventory was vacant; 2,400 acres of which was inside Tulare's Urban Reserve line.

Assuming an average residential density of 6.9 housing units per acre - the current citywide figure - this 2,400 acre inventory could yield 16,560 housing units. Subtracting the 8611 units that would potentially be built within the current city limits, Tulare has a residential land inventory outside its city limits that could accommodate 7,949 housing units, about 28 years of residential growth based on 287 residential building permits per year.

Tulare has enough land outside its city limits but inside its urban reserve line to accommodate 7949 housing units, about 28 years of residential growth

AVAILABILITY OF PUBLIC FACILITIES

City policies require that community sewer, water, and storm drainage be provided to all new development. For future residential development to occur, it is imperative that Tulare's infrastructure systems have the capacity to handle the demand caused by this future residential growth.

Waste Water

Tulare's sewer plant, located in the southwest part of the city, has a design capacity of 5 million gallons per day (mgd). In 1988, the plant was operating close to its volume capacity. In response to this condition, the City in 1989 constructed a new anaerobic treatment plant to treat milk waste discharges and a portion of the city's domestic waste. This project has freed up an additional 1.0 to 1.25 mgd at the old plant.

LAND USE PLAN

MAP 3

LEGEND

Residential

Rural

Suburban

Urban

Commercial

Community

Regional

General

NC Neighborhood

Office/Business Park

Industrial

Public & Institutional

Parks & Recreation

Agriculture

Open Space

School

Existing

O Proposed

E Elementary

J Junior High

H High

Proposed Park

N Neighborhood

C Community

M Major Urban

Fire Station

F Existing

P Proposed

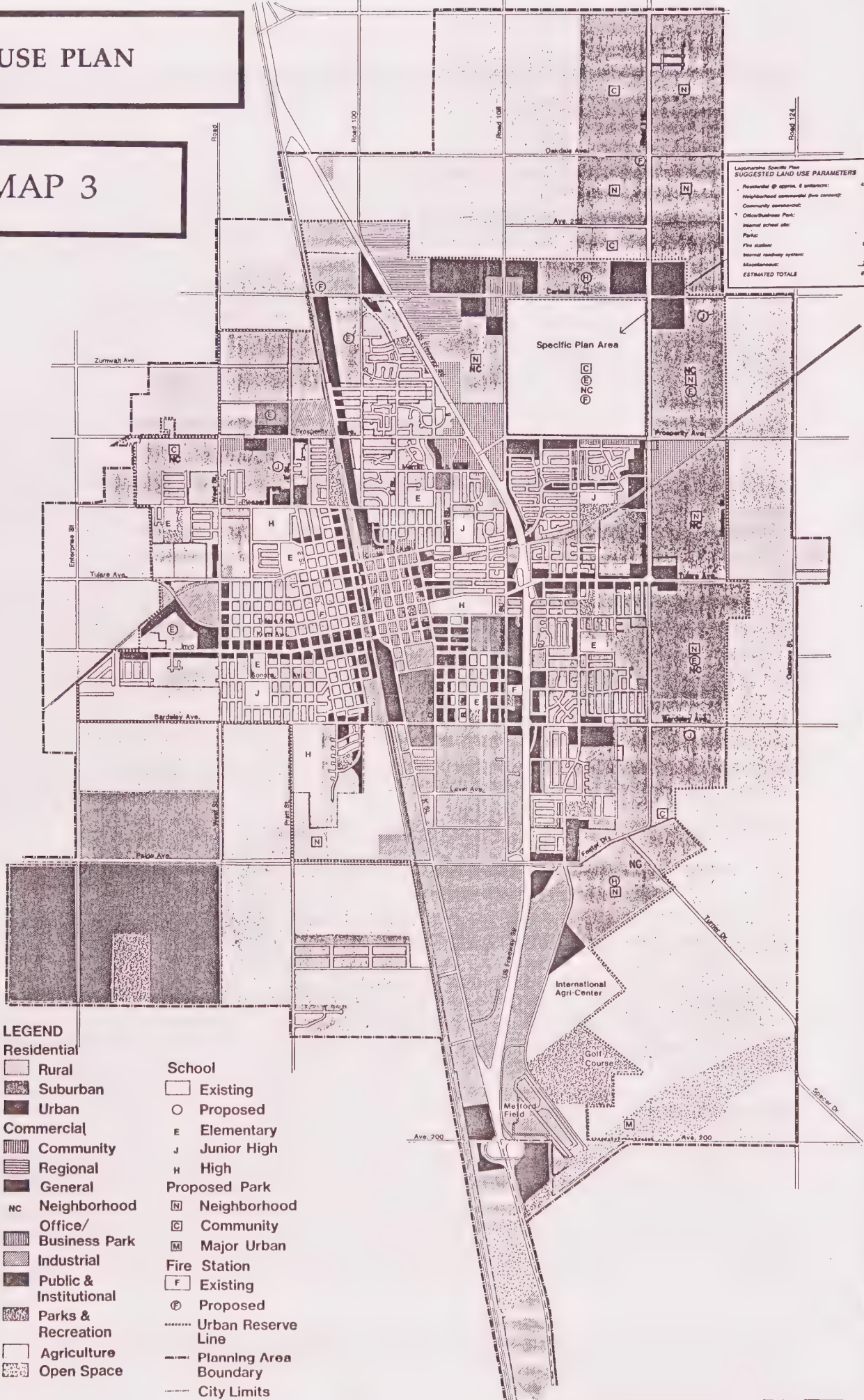
Urban Reserve Line

Planning Area Boundary

City Limits

Legionville Specific Plan SUGGESTED LAND USE PARAMETERS

Residential @ 40 units, 8 vehicles:	438 acres
Neighborhood commercial (five concept):	10 acres
Community commercial:	20 acres
Office/Business Park:	20 acres
Internal school site:	10 acres
Parks:	31 acres
Fire station:	0.8 acres
Internal roadway system:	20 acres
ESTIMATED TOTALS:	514 acres



The collection portion of the waste water system, requires annual extensions of sewer lines to connect new subdivisions to the treatment system. These connections are paid for by the developer except in the case of oversizing, which is paid for by funds generated from monthly utility payments. These funds also pay for the maintenance and repair of the collection system.

Tulare's sewer treatment and collection system is adequately funded and designed to serve the City through 2005.

Tulare's sewer collection and treatment system is adequately funded and designed to handle Tulare's population growth through the year 2005, a population of about 62,500.

Storm Drainage

Storm water runoff is collected from the urbanized portions of Tulare with a network of detention ponds, catch basins and underground pipelines. In most cases, the storm water runoff is eventually diverted to water courses - ditches and creeks - that traverse the city.

The detention ponds, which have recently evolved into park/ponds, detain the storm water long enough until the peak flow in the nearest water course subsides. When this occurs, water is pumped from the detention pond into the water course.

Catch basins, usually associated with older subdivisions in the city, hold all of the water generated by a subdivision or other type of urban use. The water contained in these basins either percolates into the ground or evaporates into the air.

Some subdivisions and urban uses discharge directly into a water course. This type of storm drainage maintenance has been discontinued because it can cause downstream flooding.

With Tulare's new approach to handling storm water runoff, which is through the construction of detention basins and eventually diverting the water to local water courses, residential growth to the year 2005 can be accommodated.

Water

Tulare's water comes from the underground aquifer. It is delivered to residents by way of a series of wells, pumping stations, an elevated storage tank and pressurized

lines. The pipeline network is composed of lines ranging in size from 4 to 12 inches.

Impediments to future residential growth that are water-related involve the depletion of the underground water system as a result of the 6 years of drought that California has experienced or water quality problems associated with a contaminated underground aquifer. Both of these situations are regional in nature and will require regional solutions. To date, Tulare has been able to provide its residents with an ample supply of water that is of excellent quality. According to the City Public Works Director, water is not a constraining factor to Tulare's future growth.



CHAPTER 7

DEVELOPMENT CONSTRAINTS

CHAPTER 7 • DEVELOPMENT CONSTRAINTS

A number of factors affect the ability of the private sector to respond to the demand for housing. These factors can adversely affect a household's ability to maintain or improve their housing unit and they can constrain the private sector from constructing housing for all economic groups. Constraints generally fall into two basic categories: governmental and non-governmental.

GOVERNMENTAL CONSTRAINTS

Governmental constraints are potential and actual policies, standards, requirements, or actions imposed by the various levels of government on development. Although federal and state programs and agencies play a role in the imposition of governmental constraints, they are beyond the influence of local government and cannot be effectively addressed in this document. Analysis of potential local governmental constraints are as follows.

Land Use Controls

Land use controls are basically minimum standards included within the City's Zoning and Subdivision Ordinances. Zoning is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space for each type of development. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density and building use. If zoning standards are too rigid and do not allow sufficient land use flexibility, then development costs could increase and development interest may decrease. Tulare provides a wide range of residential zone districts that in turn provide for a spectrum of housing types. Each district has sufficient vacant land to provide for future residential development.

The Subdivision Ordinance governs the process of converting raw land into building sites. It allows the City to control the internal design of each new subdivision so that its pattern of streets, lots and public utilities will be safe, pleasant and economical to maintain. Again, overly restrictive standards will result in greater land development costs and potentially a lack in development interest. Tulare's land use controls are generally consistent with those enforced by other cities in the region and are not considered to be overly restrictive.

Building Codes

Building codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. Tulare follows the 1988 Uniform Building Code as established by State law and as such has little control over State

standards.

Building codes are enforced by the Tulare Planning and Building Division through inspections. Inspections normally occur as a result of building permits for new construction, remodels or rehabilitations. Other inspections may result from requests from individuals for assessments of building quality or from enforcement complaints, or when the inspector notices construction occurring without permits.

Site Improvements

Improvement requirements for housing projects in Tulare are consistent with most other cities in California. For single family residential subdivisions, Tulare requires the subdivider to install curbs, gutters, sidewalks and roadways (60-foot right-of-way with 40 feet of paving); extend sewer and water lines; and provide for storm drainage facilities. Multi-family housing projects, in addition to providing the above improvements, are required to provide off-site parking, landscaping and irrigation, and trash enclosures.

For single family subdivision projects, off-site improvements amount to about \$10,000 per lot. For a \$90,000 home, these off-site costs amount to about 11 percent of the cost of the home. Installation of these off-street improvements are required by the City to protect the public's health, safety, and welfare.

Development Standards

Tulare's development standards for its residential zone districts are outlined below. Tulare provides a wide range of single family residential zone districts, which have minimum lot sizes ranging from 5000 to 20,000 square feet. Compared to other cities in the Valley, Tulare is somewhat unique in that a substantial amount of land zoned for single family development, about 20 percent, is zoned for residential subdivisions that can accommodate 5000 square foot lots. Most cities in the Valley have a minimum parcel size of 6000 or 7000 square feet for their single family residential zone districts.

Tulare's multi-family zones have densities that range from one unit per 3000 square feet to one unit per 1500 square feet. These zone districts are typical of other multi-family zones in other cities. They require off-street parking, landscaping, irrigation, and trash enclosures.

Park and recreation fees are required for new subdivisions, which have not previously been vested by the City. For single family subdivisions the fee is \$3423 per acre; for multi-family development: \$7,606 per acre.

Development Standards

Dev. Standards	Zone Districts							
	R-1-20	R-1-12.5	R-1-5	R-1-6	R-1-7	R-1-8	R-2	R-3
Minimum lot size:	20,000	10,000	5,000	6,000	7,000	8,000	6,000	6,000
Unit Density							3,000/unit	1,500/unit
Minimum lot width:	100 feet	90 feet	50 feet	60 feet	65 feet	70 feet	50 feet	50 feet
Minimum lot depth:	100 feet	100 feet	100 feet	100 feet	100 feet	100 feet	100 feet	100 feet
Coverage:	50 %	50 %	50 %	50 %	50 %	50 %	45 %	55 %
Front yard setback:	35 feet	30 feet	20 feet	20 feet	20 feet	25 feet	20 feet	15 feet
Rear yard setback:	7.5 feet	7.5 feet	5 feet	5 feet	5 feet	5 feet	5 ft/story	5 ft/story
Side yard setback:	7.5 feet	7.5 feet	5 feet	5 feet	5 feet	5 feet	5 ft/story	5 ft/story
Parking:	2 spaces	2 spaces	2 spaces	2 spaces	2 spaces	2 spaces	1.5/unit	1.5/unit

Source: City of Tulare, 1992

Fees

Although development impact fees do contribute to the total cost of development, and therefore housing, they generally do not increase the cost of housing to the substantial extent often claimed. However, extractions for development or improvement of infrastructure (such as street lights, streets, water and sewer, etc.) and for public facilities (parks, schools, etc.) can add up to a considerable cost to the developer, and therefore to the consumer.

According to the California State Housing Plan document, development impact fees can make up from two to nine percent of the cost of a single family home. In 1991, the City of Visalia prepared a 22-city survey on development impact fees (see Table). The City of Tulare ranked 22nd - a position that advantageous when focusing on affordable housing. The fee survey was based on a single family home that cost \$125,000 and contained 1800 square feet. Under this analysis, Tulare had a 2.8 percent figure for development impact fees as a percent of housing cost.

In 1992, Tulare refined and updated its fee schedule, however, many fee categories were deferred for approximately two years. The new development impact fee schedule will not affect existing lots in Tulare. For lots that will be created under the new fee schedule, these fees are outlined in Appendix A.

*Tulare had the lowest development impact fees of 22 cities surveyed.
Based on a \$125,000 house, Tulare's development impact fees were only
2.8 percent of the total housing cost.*

Table No. 12
Development Impact Fees

City	Trans.	Sewage	Water	Storm	Parks	School	Gen.Gov.	Other	Total
Bakersfield	120	900			610	2844			4474
Chico	1500	2500			1500	2844			8344
Clovis	1059	1864	254	514	488	2844			7023
Escondido	1930	4790	3670		2289	2844			15523
Fairfield		4851	2346		1579	2844	2148		13768
Fresno	1003	909	184	803	321	2700	161		6081
Hanford	882	750		500	522	2844			5497
Lodi		2624		930		2844			6397
Merced		933	1571		907	2844	1638		7893
Modesto	2143	189			1460	2844	249	849	7734
Napa	1781	1800			574	2700			6855
Petaluma		2550	965	344	3313	2844	1393	2400	13809
Porterville		1473	1122	441		2844			5880
Redding	992	1950	2550	750	275	2844	200		9561
Santa Cruz		720	2735		240	2844			6539
Santa Maria	233	856	476	24	1084	2844			5516
Santa Rosa	1270	3000	1710		961	2844			9785
Tulare		300		459		2808			3567
Turlock		2000	165	738	387	2844	2647	2642	11423
Visalia	464	709		892	646	2844			5555
Walnut Creek	2080	2604		3145	4000	2844			14673
Woodland	732	1440		1775	750	2808	840		8345

Source: City of Visalia, April 29, 1991

Permit Processing

The City's processing of building permits does not constitute a constraint to affordable housing in Tulare. The City employs full-time building inspectors to conduct same-day request building inspections. The inspectors also handle routine building and enforcement duties.

The Tulare Planning Department processes all of Tulare's planning permits, including subdivisions, general plan and zoning amendments, conditional use permits, site plans, and variances. One-stop processing of planning and building permits is facilitated by the fact that the planning and building department occupy the same office. Furthermore, subdivision conferences and site plan reviews allows all city interests (building, planning, engineering, fire, etc.) to review the project at one time, thereby avoiding costly delays in the processing of applications.

For multi-family projects and single family subdivisions, the City processes these applications within 30 to 60 days. Final subdivision maps take longer because the applicant is responsible for preparing detailed improvement plans. These plans must be checked by the City Engineer to insure engineering calculations and drawings are correct. Recent residential projects were processed in the following time frame.

Multi-Family Project

Date Received: 3-25-92

Planning Commission meeting: 4-20-92 (approved)

North Oak Estates No. 6

Date Received: 5-10-90

Planning Commission public hearing (tentative map): 6-18-90

one year extension: 2-3-92

City Council meeting (final map): 4-13-92

Westwood Village No. 3

Date Received: 6-11-91

Planning Commission public hearing (tentative map): 7-15-91

City Council meeting (final map): 2-21-92

NON-GOVERNMENTAL CONSTRAINTS

Non-governmental constraints are those that are generated by the private sector and that are generally beyond the control of local governments. A few of the impacts of non-governmental constraints can be mitigated to a minimal extent by local governmental actions, but usually the effects are very localized and have little influence on the total housing need within the jurisdiction or market area.

Availability and Cost of Financing

Interest rates for both construction and take-out financing have more impact on the affordability of housing than any other one factor. The interest rate, coupled with the availability of financing, is responsible to a large extent for the increasing number of households which cannot afford home ownership. A 1980 analysis, conducted by the State of California, of the components of the monthly housing costs for a typical single-family house costing \$60,000, financed at 12 percent for 30 years, indicated that a \$10,000 reduction in land and development costs results in a 16.5 percent reduction in monthly payment, while a four percent reduction in take-out financing interest rates results in a 24.5 percent reduction in monthly payment.

Information provided under the Home Mortgage Disclosure Act (HMDA) and the Community Reinvestment Act (CRA) indicates that there are not under-served areas in Tulare in terms of receiving financing for new construction or rehabilitation loans. There are, however, under-served income groups who can not qualify for financing for rehabilitation or new construction loans. Numerous programs under the Tulare Redevelopment Agency are responding to this situation, however, the demand for loans is exceeding the program monies the Agency has to respond to this demand. Information regarding these two Acts is contained in Appendix B of this report.

Interest rates for both construction and take-out financing have more impact on the affordability of housing than any other one factor.

The analysis of the information contained in the table below reveals the relationship between home financing and income. This table demonstrates that financing is a serious factor (and often an impediment) in the provision of affordable housing.

This table shows the relationship between home financing and income required to afford that financing. Using a \$90,000 home as an example (the median home price in Tulare in 1990 was \$70,000), a home buyer seeking an FHA loan would have to place a ten percent down payment (including closing costs) of about \$8,000. This leaves a home loan (mortgage) of \$82,000. A mortgage obtained at 9% interest to be paid over a period of thirty years would be \$659. "Other" costs (\$100 per month)

include property tax and insurance. Monthly operating costs (\$100.00 per month) include maintenance, repair, and utilities. This adds up to a total monthly housing cost of \$859. To avoid paying more than 25% of their income for housing costs, a household would have to earn \$41,232 per year.

Table No. 13
Home Costs versus Required Income
\$90,000 home and \$82,000 mortgage

Interest Rate	Term (Years)	Principal/Interest	Tax/Ins Costs	Total	Monthly Operating Costs	Total Monthly Cost	Gross Annual Income Req'd.
8%	15	783	100.00	883.00	100.00	983.00	47,184
	30	601	100.00	701.00	100.00	801.00	38,448
	40	570	100.00	670.00	100.00	770.00	36,960
9%	15	831	100.00	931.00	100.00	1031.00	49,488
	30	659	100.00	759.00	100.00	859.00	41,232
	40	632	100.00	732.00	100.00	832.00	39,936
10%	15	881	100.00	981.00	100.00	1081.00	51,888
	30	719	100.00	819.00	100.00	919.00	44,112
	40	696	100.00	796.00	100.00	896.00	43,008

Source: Collins & Associates, 1991

To mitigate the impact of interest rates, local government would have to find a means of subsidizing those rates for the home buyer or developer, or both. This has been accomplished primarily through the sale of mortgage revenue bonds in the past or by obtaining favorable financing from the state or federal government. The California Housing Financing Agency has worked with numerous local developers to provide CHFA financing for "first-time homebuyers".

Price of land

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total cost of a home. In 1990, land cost represented an average of 26 percent of the cost of a new home in California. In the City of Tulare, land costs are approximately 8 to 12 percent of the cost of a new home. These figures are based on raw land selling for \$45,000 per acre, a \$90,000 to \$100,000 home and 4 to 5 housing units per acre.

Tulare's land cost as a percent of the price of a new home ranges from 8 to 12 percent, as compared to the state average of 26 percent

Mitigation measures dealing with land costs are available to local governments include the use of Community Development Block Grant funds or redevelopment set aside funds to write down land costs, and utilization of government-owned, surplus land for housing projects.

Cost of Construction

Rising costs of labor and materials have contributed to the non-governmental constraints on housing development. These costs were a substantial part of the increased housing costs during the 1980's. Builders passed those increases along to the home buyer or renter.

In addition, one of the most significant results of Proposition 13, passed by the voters of California in 1978, was the severe limitation imposed on the development of infrastructure. These costs can no longer be passed on to the taxpayer by the local jurisdiction and must be borne by the developer, who then must pass them along by increasing the cost of housing or rents.

Local governments can to a limited degree utilize Community Development Block Grant and redevelopment set aside funds to write down the cost of construction of infrastructure improvements, (ie; water and sewer lines, streets, etc.)

A cost breakdown of a typical R-1-6 single family subdivision in Tulare is provided below. The noticeable cost saving to persons purchasing a home in this subdivision is the saving in the cost of land and city fees, both significantly below State median figures. The project is a 54-lot that is zoned R-1-6, located on 10 acres.

<u>Cost Item</u>	<u>Cost</u>	<u>Percent of Total Home Price</u>
Land	\$450,000	7.8 percent
City/School Fees	192,618	3.3
Utility Deposits	118,125	2.0
Engineer	27,000	less than 1.0
Bank Fees, Points, Interest	91,336	1.6
Real Estate Comm.	54,000	less than 1.0
Title Insurance, Fees	24,637	less than 1.0
Improvements (sewer, water, curb, gutter, paving, grading, etc.)	413,437	7.1
subtotal	\$ 1,371,153	
Cost per Lot	\$ 25,391	23.6 percent
Market per Lot	\$ 32,500	
Profit	\$ 383,886	6.6 percent
Cost of 1500-square foot home @ \$50.00 per square foot	\$ 75,000	69.8 percent
TOTAL COST OF HOME	\$ 107,500	100 percent

Source: Collins & Associates, 1992

MITIGATION OF CONSTRUCTION COSTS CHART

	<u>COST</u>	<u>MITIGATION</u>
1.	Land	Allow smaller lots, density bonuses, high rise apartments
2.	Improvements	Modify improvement standards (eliminate sidewalks, reduce street width and parking requirements)
3.	Fees	Seek other methods of financing infrastructure and parks, Mello-Roos, revenue bonds, user fees, and federal and State grants
4.	Labor	Self Help Housing
5.	Materials	Can not mitigate
6.	Adm. costs/profits	Reduced processing time of planning projects

Lifestyle

Part of the increase in housing costs during the 1970's was due to consumer preference and lifestyle expectations. The size of the typical single family house increased and other services included in the housing package changed, such as number of bedrooms. All of these lifestyle choices have costs associated with them. The trends emerging now, due to governmental and non-governmental constraints and the resulting increase in housing costs, are towards smaller units, smaller lots, and alternatives to the single family detached dwelling.

Although the consumer preference may still tend toward the desire to own a single family home, households are now more willing to accept alternatives to that lifestyle mostly out of necessity. Local government can assist this change by permitting higher densities, and innovative approaches such as zero-lot-line housing and smaller lots.

Despite the increasing costs of housing, Tulare continues to have among the lowest housing and construction costs in the County for cities of comparable size.



CHAPTER 8

GOALS,
OBJECTIVES,
POLICIES AND
PROGRAMS

CHAPTER 8 • GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

The preceding chapters provided information on Tulare's population, employment and housing characteristics; quantified its housing needs; and described governmental and non-governmental constraints that could adversely affect Tulare's ability to provide affordable housing.

The goals, objectives, policies and programs contained in this chapter are Tulare's response to the projected housing needs quantified in previous chapters. In addition, they are intended to insure that state and federal housing objectives - a decent home and suitable living environment for every individual and family - are fulfilled.

Since 1984, Tulare's policy towards housing issues has been guided by the following goal:

1984 Tulare Housing Goal

To provide an adequate supply of sound, affordable housing units in a safe and satisfying, well-serviced environment for the present and future residents of Tulare, regardless of race, age, religion, sex, marital status, ethnic background, source of income, or personal handicaps. - Adopted November 20, 1984, Tulare City Council

Housing goals are statements that embrace the citizen's general expectations about housing. These goals are broad statements that define Tulare's position on various housing topics. For example, the goal - *Insure that housing opportunities are provided to all segments of the population* - defines Tulare's position on housing by indicating that low-income housing will be seriously considered by the Tulare Planning Commission and City Council should a such a project be proposed. It also means that housing opportunities for all income groups is an important value fostered by the City of Tulare. The following goals are Tulare's expectations for housing in 1992.

1992
Tulare Housing Goals

1. Insure that residents in Tulare, both present and future, have an ample supply and variety of housing to select from.
 2. Promote an environment that enables the median-income household to be able to afford the median priced home.
 3. Insure that Tulare's infrastructure system can adequately serve future urbanization.
 4. Protect and upgrade Tulare's neighborhoods from conditions of blight, such as dilapidated housing, poorly designed residential projects, inadequate maintenance of residential structures, and outdated improvement standards.
 5. Insure that housing opportunities are available to all segments of the population.
 6. Seek or provide assistance to persons who can not afford sound housing at a reasonable cost.
 7. Periodically review development impact fees, permit processing time and improvement standards to insure that these factors are not causing housing to become less affordable than housing in other cities in the Tulare-Kings County Area.
 8. Maintain housing affordability and conserve the State's energy resources by encouraging housing developments and individual housing units to be designed to maximize energy conservation.
 9. Utilize redevelopment set-aside funds to assist in providing affordable housing and rehabilitation of unsound housing structures.
 10. Support non-profit organizations and housing agencies in their efforts to provide housing to residents of the City of Tulare.
-

The Tulare County Regional Housing Plan has established housing objectives for the eight incorporated cities in Tulare County. Prepared by TCAG, and modified by the City of Tulare, these objectives involve new housing construction projections. By 1997, Tulare will attempt to meet these objectives, however, meeting these objectives will depend greatly on federal and State funding, interest rates, and the local economy.

1997
Tulare Housing Objectives

1. Construct 1583 housing units.
 2. Construct 475 very low-, 285 low-, 285 moderate-, and 538 above moderate-income housing units.
 3. Construct 966 owner-occupied and 617 renter-occupied housing units.
 4. Construct 1203 single family units, 301 multi-family units and install 79 mobile homes or trailers.
 5. Construct 24 farmworker housing units.
 6. Rehabilitate 20 residential units per year that are deteriorated.
 7. Continue to assist 800 lower-income households per year with rental payments.
 8. Demolish 10 dilapidated housing units per year that are unsafe for human habitation.
 9. Assist 150 lower-income and senior households with weatherization per year.
-

The Housing Element's policies and programs constitute Tulare's "promise" to its citizens regarding the direction, attitude and funding that it will adhere to as housing issues are addressed. The format of this chapter has been designed to be consistent with California's legislative requirements that refer to the contents and programs of the housing element. Policies and programs contained in this housing element are listed under the following headings.

- *Provision of adequate sites for housing development*
- *Provision for very low-, low-, and moderate-income housing*
- *Housing to accommodate special needs*
- *Removal of constraints*
- *Energy conservation opportunities*
- *Promotion of equal housing opportunities*
- *Intergovernmental coordination and public awareness*
- *Housing rehabilitation and conservation*

PROVISION OF ADEQUATE SITES FOR HOUSING DEVELOPMENT

Section 65583 (c)(1) states that the housing program shall "identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage development of a variety of types of housing for all income levels, including rental housing, factory-built housing, mobilehomes, and emergency shelters and transitional housing in order to meet the community's housing goals as identified in subdivision (b)."

Discussion

The available land inventory for housing in Tulare analyzes two areas where there are opportunities to construct housing units - (1) vacant land within the city limits, and (2) land outside the city limits but within the 2005 General Plan planning area that is designated for residential development (see Map No.3).

Table No. 11 documents the amount of vacant land available for residential dwellings in the city limits. Tulare has sufficient land to accommodate 8611 dwelling units, about 30 years of residential growth based on 287 building permits per year.

Outside the city limits but within the general plan planning area, which contains 20,320 acres, 1850 acres of land are designated for residential development. Wagstaff and Associates, who prepared the Tulare Land Use Element, estimated that between 870 and 1450 acres of these acres would be developed by 2005. This acreage would serve a population of between 50,000 and 63,000.

The Tulare's Land Use Element contains policies that encourage urban infill and development that is contiguous to existing development. This type of policy preserves agricultural lands, minimizes capital improvement and public service costs, and reduces vehicle miles driven - reducing vehicle-related air emissions. Tulare has land within its city limits that is underutilized. Some of this in-fill land could be developed to residential uses. This would increase existing residential densities and/or replace non-residential uses with residential development.

In Tulare County, urban development is encouraged to take place within incorporated or county service areas, where services are available. The major tool used by the County to insure that development does not take place around Tulare is zoning these areas to large-lot agricultural zone districts. This precludes premature urban or rural development, like ranchettes. In addition, the large-lot agricultural zoning preserves the productive agricultural use of the property until annexation and development is appropriate.

A infrastructure system that is poorly maintained, under sized or not adequately

financed can impede future housing construction. By master planning each system, this potential situation can be avoided. Further, it can provide a long-term local financing mechanism for infrastructure improvements that is not dependent upon state or federal funds.

Tulare has conducted a study of its infrastructure system - sewer, water and storm drainage - to determine if each system is adequate to meet the growth demands to the year 2005. This study provided a five-year capital improvement program for each infrastructure system and a mechanism for financing these improvements consistent with AB 1600.

Policies

1. The Tulare Land Use Element, shall provide sufficient land for residential development to accommodate two hundred percent of the land required for this type of development through the year 1997.
2. Review and update the Land Use Element every five years to insure that ample residential land - two hundred percent of the land required - is available for development.
3. Provide the necessary zone districts, ordinance amendments, and land use designations that allow for a range of housing types - condominiums, apartments, mobile homes - in all areas of Tulare.
4. Promote residential in-fill projects by exploring the following: improved processing time and/or increasing unit density.
5. Promote contiguous, concentric and compact residential development in order to minimize unnecessary development costs, which increases the cost of housing.
6. Tulare shall review its zoning ordinance, and amend it if necessary, to insure that affordable housing opportunities are promoted through ordinances involving second residential units, density bonuses, mobile homes on single family residential lots, and mobile home parks.

Actions

1. Tulare will pursue annexation of lands within its general plan planning area that are designated for residential development, are contiguous to existing urban development, and are consistent with policies in its Land Use Element.

The County of Tulare maintains unincorporated land within Tulare's urban development boundary (UDB) line in reserve, zoning it exclusive agriculture with a

minimum parcel size of twenty acres. This preserves the land in parcel sizes that can accommodate future urbanization and precludes the development of uses incompatible with urban development, such as small lot ranchettes. These reserve areas constitute Tulare's land inventory for future housing.

Year: Ongoing

Responsible Agency: City of Tulare, Planning Division

Funding: annexation and environmental assessment fees

2. Tulare is in the process of adopting an update to its Land Use Element. The Element will set aside sufficient land to meet future residential needs through 2005. The land area designated for residential uses will exceed 200 percent of the amount needed by 2005. This will allow for sufficient land choice and preclude inflated land values due to a limited stock of residentially designated land.

Year: 1992

Responsible Agency: City of Tulare, Planning Division

Funding: General Fund

3. Tulare will encourage residential infill by rezoning vacant islands to higher single family residential densities, R-1-5 zone district. This zoning amendment could promote the construction of single family homes in older neighborhoods yet avoid the situation where multi-family projects are thrust into a predominately single family neighborhood thereby disrupting the character of the neighborhood and causing potential parking, noise and aesthetic problems.

New development standards should be prepared for this zone district that will insure that the character and the quality of the single family neighborhood are protected. Standards would include setbacks, coverage, and height.

Year: 1993

Responsible Agency: City of Tulare, Planning Division

Funding: General Fund

4. Tulare will prepare an inventory of state, federal, city or redevelopment agency owned land within its UDB and will analyze that land for possible housing sites. If appropriate sites are identified, the City will approach developers and funding agencies to facilitate development of the sites with assisted housing.

Year: 1993

Responsible Agency: City of Tulare

Funding: General Fund, redevelopment funds

5. The Tulare Redevelopment Agency will provide funds for upgrading or installing infrastructure that serves, or potentially will serve, lower- and moderate-income housing, such as senior housing, assisted single family residential housing or mobile home parks.

Year: Ongoing

Responsible Agency: Tulare Redevelopment Agency

Funding: tax increment

6. The Tulare Redevelopment Agency will provide set aside funds for property acquisition for low- to moderate-income housing.

Year: Ongoing

Responsible Agency: Tulare Redevelopment Agency

Funding: tax increment

PROVISION FOR VERY LOW-, LOW-, AND MODERATE-INCOME HOUSING

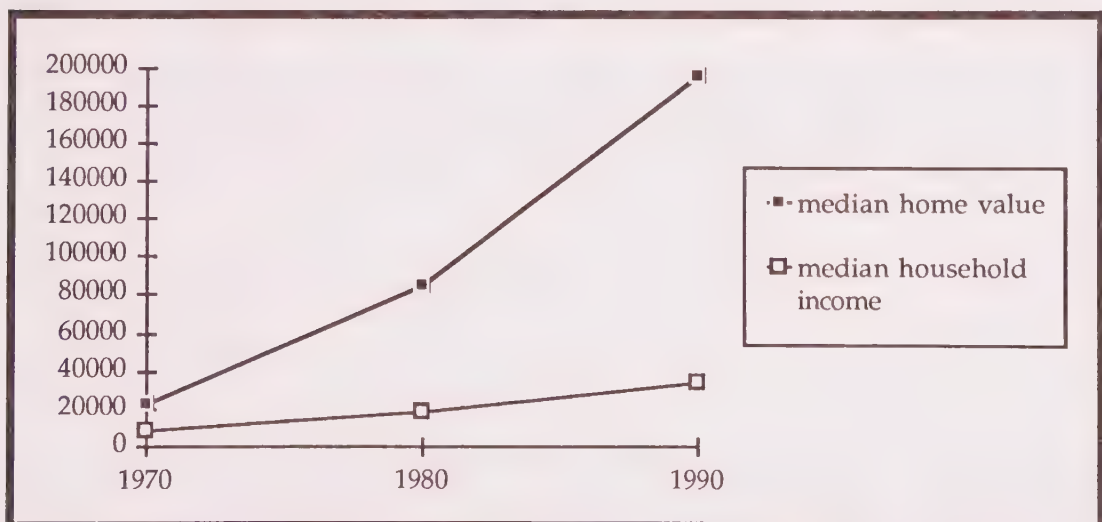
Section 65583(c) states that "localities are to address their housing needs through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs, when available." Section 65583(c)(2) states that the housing element shall contain programs which "assist in the development of adequate housing to meet the needs of low- and moderate-income households."

Discussion

Affordability is one of the most pressing housing problems in California. For the very low and low income households the problem is basic - having enough money to afford shelter. For the moderate- and above moderate- income households, the issue is being able to afford the purchase of a home. Between these two ends of the spectrum are the households that can afford housing, either renting or buying, but struggle with making ends meet because housing is consuming a substantial amount of their monthly income, more than 30 percent.

Figure No. 14 below presents a graphic illustration of the housing affordability problem in California. The "affordability gap" continues to widen as median home prices outstrip median household income. In the Central Valley, and specifically in Tulare, this gap is not as serious. For comparison, the median home value in 1990 in California was \$195,500; in Tulare County, \$73,900; and in Tulare, \$73,200.

Table No. 14
State of California: Median Home Price versus Median Household Income



Source: U.S. Census 1970, 1980, 1990

Policies

1. Tulare shall pursue federal and state funds for the development of lower-income housing to meet its needs consistent with the Regional Housing Needs Plan.
2. Through its Land Use Element and Zoning Ordinance, Tulare shall insure that there is an adequate supply of rental housing stock in all sections of the City.
3. Encourage organizations, such as Self-Help Enterprises, and housing agencies, like Tulare County Housing Authority, to process residential developments in Tulare that supply housing units that are affordable to lower-income families.
4. Encourage the private sector to work with the California Housing Finance Agency so that financing for first-time home buyers is made available.
5. Utilize a portion of Tulare's Community Development Block Grant funds for the construction of lower-income housing units or for the installation of improvements that serve the lower-income housing development.
6. The Tulare Redevelopment Agency shall utilize more than 20 percent of its tax increment, the minimum required by California Community Redevelopment Law, for the construction and/or rehabilitation of lower-income housing units.
7. The City of Tulare through its General Plan Update will insure that at a minimum at least 100 acres of land will be designated for high density residential development and will be subsequently zoned to the R-M-3 zone district by 1993.

Actions to Assist Home Owners

1. Tulare will devote at least 50 percent of its CDBG funds toward the development or rehabilitation of lower- to moderate-income households, or towards the installation of improvements that serves those households.

Year: Ongoing

Responsible Agency: City of Tulare

Funding: CDBG funds

2. Tulare will commit a portion of its redevelopment set aside funds toward development that is being financed by CHFA or other lending institutions. These funds will help low-income households afford a single family home.

Year: Ongoing

Responsible Agency: private developers

Funding: tax increment and CHFA funds

3. Tulare shall initiate a land banking program wherein they will sell or lease these lands to non-profit housing organizations or governmental agencies who will construct housing for lower-income households.

Year: Ongoing

Responsible Agency: City of Tulare

Funding: tax increment, CDBG funds, and state and federal grants.

Actions to Assistance Renters

1. Tulare will work with and assist those developers who are willing to provide housing for very low- and low- income households. The City of Tulare will take all actions necessary to expedite processing and approvals for such projects.

In addition, the City has provided for the construction of rental housing stock by including chapters in its zoning ordinance that encourage density bonuses and the construction of mobile home parks and second residential units.

Year: Ongoing

Responsible Agency: City of Tulare

Funding: general fund

2. The City of Tulare will support the Tulare County Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program, which provides rent subsidies directly to participants' landlords, and will support that agency's attempts to secure additional funding for expanded programs. Currently, the Housing Authority provides 803 Section 8 certificates to families in Tulare.

Year: Ongoing

Responsible Agency: Tulare County Housing Authority

Funding: HUD funds

3. The Tulare Redevelopment Agency will encourage developers to submit an application for the California Rental Housing Construction Program (RHCP). This program will provide for construction of rental units that are affordable to lower-income households. The number of assisted units in each project shall be at least thirty percent of the total number of units. Of the assisted units, at least two-thirds shall be for very low-income households. This funding will be available for projects that have five or more housing units on a site.

The Agency will work with Kaweah Management to provide a site for this type of housing project. In addition, the Agency could consider a cash contribution to HCD to write-down the loan provided by the RHC Program. This contribution could be paid out over a 10 to 15 year period.

Year: 1993

Responsible Agency: private developers and non-profit organizations

Funding: RHCP funds, lending institutions and tax increment set-aside

4. The Tulare Redevelopment Agency will implement its Comprehensive Housing Affordability Strategy (CHAS) in coordination with the Department of Housing and Urban Development, the State Department of Housing and Community Development and several departments of the County of Tulare. Several public agencies were involved in the preparation of the Agency's CHAS, including the Tulare County Housing Authority, ABLE Industries, Community Services Employment Training, the Tulare County Department of Social Services, the Tulare County Mental Health Department, Tulare County Aids Testing and Counseling and the State Department of Mentally and Physically Handicapped.

For 1992, the Agency will work on the following residential projects.

- Use \$502,000 of CDBG funds to replace and rehabilitate very low- and low-income housing units within the Alpine Redevelopment Agency. In addition, it will utilize a portion of its tax increment to supplement CDBG funds.
- Outside the Alpine Redevelopment Project Area, the Agency will use State, federal and CHRP-O funds for rehabilitation.
- The Agency will provide staff assistance to the Interagency Council on the Homeless. Approximately \$70,000 of set-aside funds is allocated for a future homeless-related housing project.
- A 52-unit elderly housing project will be financed with three sources of funds - set-aside, State RHCP and tax credits.
- Self-Help Enterprises will build ten single family units for large families in the Alpine Redevelopment Project Area. Funding will involve CHFA and Agency deferred loans.

Year: 1992-1996

Responsible Agency: Tulare Redevelopment Agency, Housing Authority, and Self-Help.

Funding: tax increment set-aside, CDBG, CHFA and State and federal funds

HOUSING TO ACCOMMODATE SPECIAL NEEDS

Section 65583(A)(6) requires an "analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter."

Discussion

Individuals and households with "special needs" are those whose housing requirements go beyond just a safe and sanitary dwelling at an affordable price. Their needs involve either unique physical or sociological requirements, or both. Included in this category are senior citizens; handicapped persons, who have particular physical needs as well as sociological needs unique to their group; large families, who need four, five, or more bedrooms in a dwelling; farmworkers, who move from one location to another for all or part of the year; and families with female heads of household, who suffer a unique form of discrimination as well as having needs related to location and size of unit.

Large households living in overcrowded conditions may be considered a group with special needs, although there is limited information on this problem.

Not all individuals and households with "special needs" are in the low-income categories. Only individuals or households with low or limited incomes are targeted by the action plan. All programs listed in the prior section also assist those individuals and households with special needs.

Policies

1. Encourage organizations, such as Self-Help Enterprises, and housing agencies, like Tulare County Housing Authority, to process residential developments in Tulare that supply housing units that are assessable and affordable to persons with "special housing needs", including handicapped, large family, female head of household, senior citizens and the homeless.
2. Tulare should apply for HUD funds on behalf of local charity organizations to assist them in providing additional housing opportunities for the homeless.

Actions

1. The Tulare Redevelopment Agency will coordinate with the Tulare County Housing Authority to construct a 52-unit senior housing project. This project will be designed to accommodate handicapped individuals.

Year: 1993

Responsible Agency: Tulare Redevelopment Agency and Housing Authority

Funding: tax increment set-aside and HUD funds

2. Self-Help Enterprises will construct ten single family homes that will benefit large families; the homes will contain 3 or 4 bedrooms.

Year: 1993

Responsible Agency: Tulare Redevelopment Agency and Self-Help Enterprises

Funding: tax increment set-aside and CHFA

3. The Agency has reserved \$70,000 for a future housing project or monetary contribution for a homeless project.

Year: 1995

Responsible Agency: Tulare Redevelopment Agency and other non-profit organizations

Funding: tax increment set-aside

REMOVAL OF CONSTRAINTS

Discussion

Many factors affect the ultimate cost of housing to the consumer, be it rental or housing for purchase. Those factors, which either prevent construction or raise the cost of construction, are considered constraints. Some of these constraints are the result of governmental actions, policies, regulations, and standards, and some are non-governmental market factors, like interest rates or cost of construction materials.

Policies

1. Tulare shall review each of its residential zone districts to insure that no unnecessary development standards exist that would adversely affect housing affordability.
2. Tulare shall review its improvement standards manual to determine if there are standards that can be modified to provide for greater affordability for lower- and moderate-income housing developments.

Action

1. The Tulare Planning, Building and Engineering Departments will review Tulare's residential zone districts and improvement standards manual to determine if there are standards that can be removed or modified so that building and infrastructure costs can be reduced.

Year: 1993

Responsible Agency: City of Tulare

Funding: general fund

ENERGY CONSERVATION OPPORTUNITIES

Section 65583 (a)(7) requires that the housing element contain an "analysis of opportunities for energy conservation with respect to residential development."

Discussion

New state energy conservation standards for residential buildings (Title 24, California Administrative Code) took effect July 13, 1982, replacing existing standards that were in effect for four years. However, legislation approved in July 1982 deferred the implementation of the new standards until June 15, 1983, for single family units and until December 31, 1983, for other residential uses.

The new standards recognize climate differences within the State. They permit considerable flexibility to the builder, as long as a minimum "energy budget" is achieved. The State Energy Commission estimates they will add about \$2,000 to the cost of a home and will cut energy consumption costs on the average of about 50 percent. The standards are state mandated and do not require further local code changes.

In addition to the Title 24 standards, Tulare can take other actions that will conserve energy in new buildings and in surrounding environments. As an example, all developments that require a parking lot could be landscaped so that a 50 percent shade factor in the parking lot is realized. This shading factor will prevent heat build up in the adjacent building and make for a more pleasant parking environment.

Policies

1. Tulare shall amend its Zoning Ordinance to include new development standards that promote energy conservation in residential developments.
2. Tulare shall develop a street-tree program that promotes tree-lined residential streets, which reduce energy costs for residential units situated along these streets.
3. High density residential uses, such as senior citizen projects, should be located near shopping, medical and financial land uses in order to minimize auto use and encourage pedestrian travel.
4. Encourage urban infill and mixed use development with the "core" of Tulare to decrease automobile travel, thereby reducing energy needs and minimizing the impact on local air quality.
5. The Tulare Redevelopment Agency and Self-Help Enterprises will continue to provide a rehabilitation and "weatherization" program to lower-income households.

Actions

1. The Tulare Planning, Building and Engineering Departments will review Tulare's zone districts and improvement standards manual to determine if there are standards that can be added or modified so that energy consumption is reduced. Examples of standards include parking lot shading factors, shade easements, street tree programs and residential unit orientation.

Year: 1993

Responsible Agency: City of Tulare

Funding: general fund

2. Tulare will consider amending its Land Use Element to add policies that encourage urban infill and high density residential in the core area of the City. These policies will be implemented through the Tulare Zoning Ordinance by classifying certain properties to high density residential.

Year: 1993

Responsible Agency: City of Tulare

Funding: general fund

3. Self-Help Enterprises will "weatherize" an average of 150 very low income households per year throughout the planning period.

Year: Ongoing

Responsible Agency: Self-Help Enterprises

Funding: The Gas Company, Southern California Edison, and Self-Help Enterprises

PROMOTION OF EQUAL HOUSING OPPORTUNITIES

Discussion

Although inadequate distribution of affordable housing within a city or region is an important constraint to housing choice, discrimination due to race, religion, or ethnic background is an equally significant factor affecting equal housing opportunity. Actions which result in illegal discrimination in the renting or sale of housing violate state and federal laws and should be reported to the proper authorities for investigation. The agency responsible for investigation of housing discrimination complaints is the State Department of Fair Employment and Housing. The County Department of Weights, Measures, and Consumer Protection will handle complaints not accepted by that agency.

Policy

1. The City of Tulare through its building and planning departments, the redevelopment agency and public complaints will support the enforcement of anti-discrimination laws, including discrimination involving age (Age Discrimination Act of 1975); race, color, National Origin, or sex (HUD, Sections 109 and Title VI of the Civil Right Act of 1964); or the handicapped (HUD, Section 504).

Action

1. The head building official for the City of Tulare will report all housing discrimination complaints to the State Department of Fair Employment and Housing.

Year: Ongoing

Responsible Agency: Building Department, City of Tulare

Funding: General Fund

INTERGOVERNMENTAL COORDINATION AND PUBLIC AWARENESS

Discussion

The City of Tulare and Tulare County have worked jointly with the Tulare County Association of Governments in developing the 1990 Tulare County Regional Housing Needs Determination Plan. This document identifies for each city its fair share housing need for the next five years.

Four public hearings will be held on the Tulare Housing Element, two at the planning commission and two at the city council. Further, as part of Tulare's housing rehabilitation program, which is funded by L & M funds, the Tulare Redevelopment Agency has conducted public hearings to determine the demand for rehabilitation services among families who live in homes that are dilapidated or deteriorated. Furthermore, Tulare through its redevelopment agency has taken public input regarding housing needs, including the need for housing rehabilitation, infrastructure, weatherization and new construction.

In addition, the Redevelopment Agency held public hearings on its CHAS program and the City of Tulare held hearings on its CDBG program. The City of Tulare and the Tulare Redevelopment Agency have made a concerted effort to reach all segments of the community on issues relating to housing.

Policy

1. The City of Tulare will promote more active public participation in housing issues by assigning to the Committee on Community Improvement responsibility for making recommendations to the City Council regarding housing issues, such as development fees, improvement standards, and zoning ordinance amendments.

Actions

1. Tulare will establish a housing monitor program to track housing activity in the City. The program will document the number of homes constructed, rehabilitated, and demolished; the number of households that receive housing assistance; the types of governmental programs that are employed to provide assisted housing; and the mechanisms that the City uses to provide for affordable housing.

Year: 1993

Responsible Agency: City of Tulare

Funding: General Fund

2. Tulare will prepare a housing brochure that details the various housing programs including fair housing opportunities that are available to the public. This brochure will describe each housing program that is available to persons in Tulare. It will be printed in Spanish and English. For each program, a contact person and phone number will be provided. This brochure will be made available at city hall, the post office, and the senior citizen center.

Year: 1993

Responsible Agency: City of Tulare

Funding: General Fund

3. The Tulare Planning Department will annually report to the Planning Commission and City Council the progress the City has been making in the implementation of its housing goals and objectives.

Year: 1992

Responsible Agency: City of Tulare

Funding: General Fund

4. The Tulare City Council will assign the Committee on Community Improvement the topic of housing and related issues. This Committee will be responsible for making recommendations to the Council on issues involving this topic.

Year: 1993

Responsible Agency: City of Tulare

Funding: General Fund

5. The Tulare Redevelopment Agency through its Comprehensive Housing Affordability Strategy (CHAS) will hold public hearings on its one year action plan and its five-year strategy.

Year: Ongoing

Responsible Agency: Tulare Redevelopment Agency

Funding: tax increment

HOUSING REHABILITATION AND CONSERVATION

Section 65583(c)(4) states that the housing program shall "conserve and improve the condition of the existing affordable housing stock."

Discussion

The housing condition survey completed for Tulare in 1991 indicated that eleven percent of the households fell into the substandard category - dilapidated, deteriorated, or deficient. This is a marked improvement from 1970, when 28 percent of Tulare's housing units were substandard. Two percent of the residential units were dilapidated, defined as a structure that needs two or more major repairs and/or numerous minor repairs. Units that fall into this category are generally slated for demolition due to health and safety problems.

The substandard housing problem is the result of dwellings being built prior to local building codes and planning regulations. Also many dwellings are 40 years or older. While older homes can be maintained in good condition sometimes these units are substandard because persons occupying them are on a fixed or minimal income and can not afford the maintenance and repairs associated with an older home. In other cases, lack of planning allowed housing development without supportive services and facilities (e.g. sewer lines, curb and gutter, and street lights). Consequently, the quality and desirability of many of these dwellings diminished and today they represent a portion of Tulare's substandard housing stock.

Housing conservation is necessary to protect the stock of affordable housing units for very low- and low- income households from being converted to other uses that do not benefit these groups, such as commercial or condominium uses.

Policies

1. Monitor the quality of the housing stock to maintain a current inventory of all substandard housing units.
2. Provide for the removal of all unsafe, substandard dwellings that cannot be economically repaired.
3. Provide funding and community support towards the rehabilitation of existing housing stock.
4. Promote public awareness for the need for housing and neighborhood conservation, including neighborhoods and structures that have a historical or architectural significance.
5. Encourage actions that foster and maintain high levels of owner-occupied

housing units, especially in those neighborhoods in which housing quality is declining.

6. Seek federal and state funds that can assist lower-income households with the maintenance of their dwelling units.

Actions

1. The City of Tulare will utilize the Tulare Redevelopment Agency to provide housing rehabilitation services using a portion of Tulare's CDBG funds. The City will rehabilitate five single family residential dwelling units per year under this program. The program will be provided for target households living in Tulare. The City will actively participate in outreach efforts to make known to city residents that the program is available through its to-be-prepared housing brochure and its-to-be-reconstituted Commission on Improvements.

Year: Ongoing

Responsible Agency: City of Tulare

Funding: CDBG funds

2. The Tulare Redevelopment Agency will implement the HUD Rental Rehabilitation program which provides subsidy funds up to \$8,500 per unit, matched by \$8,500 or more by the owner, to rehabilitate exiting rental housing. The City will rehabilitate five rental units per year under this program or under other programs that replace this program.

Year: Ongoing

Responsible Agency: Tulare Redevelopment Agency

Funding: HUD funds

3. The Tulare Redevelopment Agency will rehabilitate five housing units within the redevelopment district using CDBG funds and tax increment.

Notification of Tulare residents of this program will be provided by the Tulare Housing Brochure. This brochure will explain to residents the different types of available housing programs, the criteria necessary to participate in the programs, and a contact person or agency.

Year: Ongoing

Responsible Agency: Tulare Redevelopment Agency

Funding: CDBG funds and tax increment

4. The City of Tulare will continue to enforce the Housing Code, which provides minimum health and safety standards for the maintenance of the existing housing supply. These standards are intended to provide for safe and sanitary housing that is fit for human habitation. The City will "red tag" ten residential units per year for either repair or demolition.

The City has the authority for enforcing Housing Code violations. The enforcement of the Housing Code is normally handled on a passive, complaint-response basis.

The Housing Code mandates that health and safety deficiencies be corrected in accordance with construction standards that were in effect at the time the structure was built. For housing units that were built prior to the adoption of local codes, the inspector uses a great degree of judgment in applying the Housing Code, especially with regard to problems not directly causing a health or safety risk. In cases where property owners refuse to correct deficiencies, enforcement of the Housing Code relies on civil sanctions.

Year: Ongoing

Responsible Agency: City of Tulare, Building Division

Funding: General Fund



CHAPTER 9

CONCLUSION

CHAPTER 9 • CONCLUSION

Few states are suffering from the type of housing crisis that is affecting California. The crisis is that a significant number of Californians can not afford to purchase a home or more importantly, are homeless or live in such deplorable housing units that their health and safety is jeopardized. Each region in California has its own unique set of housing problems; some regions have multiple problems. In San Francisco it is the homeless, in the San Joaquin Valley it is the farmworkers and the exploding Laotian population and in Tulare it is renter-occupied households that are overcrowded, overpaying, or are on a fixed-income as the case with senior households.

In Tulare, most of its residents can afford some type of housing. This housing stock is generally in good condition. For Tulare residents that live in sub-standard housing or lack the ability to afford a home, the City is blessed with a number of governmental and non-profit housing organizations that can aid these people. For construction of homes for the moderate-income households the private sector has been very effective in providing these types of units; for rental and owner-occupied units for lower-income households, the blend of Housing Authority, the Tulare Redevelopment Agency and Self-Help Enterprises has been successful in servicing the lower-income groups; and for the safety-net aspects of housing, such as rental assistance, weatherization, rehabilitation, conservation, and providing shelter for the homeless, the Housing Authority, Self-Help Enterprises, local churches and the Redevelopment Agency have championed the way.

All things considered, people in Tulare will fare much better than people in other parts of the State simply because the housing costs have not outstripped local incomes and because Tulare has numerous people working in the field of housing that are committed to providing one of life's basic necessities - shelter.



APPENDIX A

INITIAL ENVIRONMENTAL ASSESSMENT

APPENDIX A • INITIAL STUDY

Project Description

The City of Tulare is updating the Housing Element of its General Plan in accordance with State law. California government Code Section 65580 requires the existing Element which was adopted in 1984, to be updated by July 1992. The updated Element is expected to be effective through 1997.

The underlying purpose of Tulare's Housing Element is to provide adequate housing for all segments of the community. It is required to contain the following basic components:

1. A review of the effectiveness of the previous element,
2. An assessment of existing and future housing needs (for different income levels and special groups) based on projected population and employment trends,
3. A statement of goals, policies, and objectives for maintaining, improving, and developing housing, and
4. A five-year action program for achieving the goals and objectives of the Element.

The updated Housing Element also includes an inventory of available lands to meet housing needs, and a discussion of governmental and non-governmental constraints to providing housing.

PROJECT LOCATION

Tulare is located in the southern San Joaquin Valley, approximately 60 miles north of Bakersfield and 45 miles southeast of Fresno (refer to Map No. 1 of the Housing Element). Visalia, the largest city in Tulare County, is located about 10 miles north of Tulare.

The Planning Area includes the land within Tulare's 2005 Land Use Element (see Map No. 3). This area encompasses about 20,320 acres of which, 5,800 acres are designated for residential uses.

ENVIRONMENTAL SETTING

The City of Tulare was founded in 1872 when the Central Pacific Railroad Company (now the Southern Pacific) constructed a major train terminal for its San Joaquin Valley line. The town grew around the railroad facilities located on J Street between Tulare and Inyo Avenues.

The City of Tulare lies on the floor of the San Joaquin Valley which forms a basin between the mountains of the Sierra Nevada and the Coast Range. Tulare has a

Mediterranean climate, with warm dry summers and cool moist winters. The average annual rainfall is approximately nine inches, most of which, falls during the winter months - November to March. The highest temperatures occur in July when the daily average is 100 degrees F; the coldest temperatures occur in January when the daily average is 35 degrees F.

The Planning Area is situated on alluvium derived from granitic and metamorphic parent material from the Sierra Nevada. Soils in the area are classified as Cajon fine sandy loam, a class 1 agricultural soil.

Population

Tulare's 1990 census population was 33,249. It is projected to be 75,404 by 2010. Based on a projection of Tulare's recent growth rate, the City's population is expected to be approximately 40,139 in the year 1997, which is the end-date of the proposed Housing Element. Chapter 3, Community Profile, describes in detail socioeconomic information on Tulare.

Housing

In 1990, Tulare's housing stock consisted of 11,316 total residential units. Eighty percent of these units were single-family residences, 9053 units; 17 percent multi-family, 1924 units; and three percent mobile homes, 339 units. Chapter 4, Housing Profile, describes in detail housing information on Tulare.

Infrastructure

Water - The City provides water service to all developed areas within the city limits. This water comes from an aquifer that underlies Tulare. Tulare has an ample supply of water that is of good quality.

Sewer - Tulare provides secondary treatment of its sewage effluent. In 1989, the City modified its treatment plant, which will allow the City to provide waste water collection and treatment until the year 2005.

Storm Drainage - Storm water runoff in Tulare is collected and stored in a network of detention ponds and catch basins. Eventually, this water either percolates into the underlying aquifer, evaporates or is pumped into adjacent surface water courses.

ENVIRONMENTAL CHECKLIST

The following CEQA checklist identifies the potential environmental impacts of the proposed project. A discussion of the potential impacts is presented following the checklist.

Discussion of Potential Environmental Impacts

Overview

The proposed update of the Tulare Housing Element is not expected to have an adverse impact on the environment. The intent of the updated Element is to improve the condition of housing in the community and provide for the existing and future housing needs of all segments of the population.

The goals and objectives of the Element state that the City should take actions to facilitate the development of sites in a manner that is consistent with the development policies of the other elements of the General Plan and Zoning Ordinance.

It is the Land Use Element that designates the location and intensity of lands for housing, as well as industry, business and other types of activities. The Circulation Element addresses the location and extent of existing and planned transportation facilities that will promote the attainment of the designated land uses. The Zoning Ordinance establishes the location of zone districts and controls the land uses and population densities within the districts.

Therefore, the adverse environmental impacts that are typically associated with development, such as the loss of agricultural lands, increased traffic, and air quality degradation, occur as a result of implementation of the Land Use Element and, to a lesser extent, the Circulation Element. The Housing Element seeks to direct this development in such a way that, as stated earlier, the housing needs of all segments of the community are met.

The adoption and implementation of the proposed Housing Element is not expected to result in any significant adverse environmental impacts. In some respects, implementation of the Housing Element should actually have a positive impact on the community, in that it provides goals and policies to provide adequate housing to segments of the population that would otherwise not have such an opportunity.

An evaluation of the Project Environmental Checklist is provided below.

1. Earth

The topography of Tulare slopes gently from the northeast to the southwest. The development of new structures and subdivisions can be expected to result in the

disruption and overcovering of soils in the project area, however these impacts are typical of new development and are not expected to have an adverse impact on soil or topography conditions.

2. Air

Implementation of the Housing Element is generally not expected to result in an increase in air pollution emissions. One aspect of the Element that that could potentially increase emissions is implementation of the policy that states that a density increase shall be permitted to provide adequate low income housing and housing for the elderly. This is a potential concern because an increase in housing density will be expected to increase the number of vehicle trips, which will increase the level of emissions produced in the project area. However, there are other policies contained in the Element that encourage Tulare to increase residential densities within the core of the community, which will reduce air emissions in that persons will travel shorter distances for services and shopping.

It is very difficult to quantify the magnitude of this potential impact at this time because the number and location of future proposals to increase residential densities can not be accurately projected. Furthermore, based on the scarcity of such proposals in the past, the number of future proposals, if any, are expected to be limited and the impacts should not be significant.

However, any proposal to increase the current density of a residential zone involves an amendment to the Land Use Element, which is defined as a "project" under CEQA and requires an environmental review. Hence, the impacts of the proposal will be evaluated on a project-specific basis.

3. Water

Implementation of the Housing Element is generally not expected to affect surface drainage conditions or surface and ground water resources. New construction obviously results in the placement of new impervious surfaces and new drainage patterns as well as increased demand for water supply. However, as discussed in the evaluation of the impact of the project on air resources (see Item No. 2), proposals to increase the density of residential zones to provide low income housing and housing for the elderly are a potential concern. Such a density increase could result in additional impervious surfaces and increased stormwater runoff discharges, and an increased demand for groundwater.

Although these potential impacts can not be adequately addressed at this time due to uncertainties with the number of future proposals, each proposal to increase the density of a residential zone will undergo an environmental review. As discussed above, the scarcity of these proposals in the past suggests that the number of future proposals will be very limited and the impacts should not be significant.

4. Plant Life

It is expected that encroaching urbanization and current farming practices have reduced the diversity of plant species in the project area. The impact of Tulare's future growth on rare and endangered species is required to be addressed in EIRs prepared on Tulare's Land Use and Circulation elements, specific plans and significant development projects.

The Housing Element will not have a significant impact on rare and endangered species because the Element only provides policies and programs that facilitate the construction, rehabilitation, conservation or demolition of housing. These policies and programs are required to be consistent with Tulare's Land Use Element and Zoning Ordinance.

5. Animal Life

The impact of Tulare's future growth on rare and endangered animal species, such as the San Joaquin kit fox, is required to be addressed in EIRs prepared on Tulare's Land Use and Circulation elements, specific plans and significant development projects. The Housing Element does not have a significant impact on rare and endangered animal species because the Element only provides policies and programs that facilitate the construction, rehabilitation, conservation or demolition of housing, which are required to be consistent with Tulare's Land Use Element or specific plan, each of which should have had an EIR that adequately discussed the impacts of urban growth on these types of animal species.

6. Noise

Because implementation of the Housing Element will not result in increased noise levels, no significant impacts are anticipated.

7. Light and Glare

Because implementation of the Housing Element will not produce additional light and glare, no significant impacts are anticipated.

8. Land Use

No significant impacts are anticipated. The goals and objectives of the Housing Element are generally consistent with the development policies of the Land Use Element.

9. Natural Resources

No significant impacts are anticipated.

10. Risk of Upset

No significant impacts are anticipated.

11. Population

The Housing Element is expected to have a beneficial impact on the future population of the community because it seeks to provide adequate low-income housing as well as housing for the elderly. These segments of the population may not have an opportunity to obtain housing without such a provision.

The Element also seeks to discourage the concentration of low-income housing in one portion of the community, which potentially effects the distribution of the population in the community. However, this redistribution is considered beneficial to the community.

12. Housing

If successfully implemented, the Housing Element will have a beneficial impact on the housing conditions in the community. No significant adverse impacts are anticipated.

13. Transportation/Circulation

Implementation of the Housing Element is generally not expected to affect transportation and circulation conditions in the project area. However, as discussed in the evaluation of the impact of the project on air resources (see Item No. 2), proposals to increase the density of residential zones to provide low income housing and housing for the elderly are a potential concern. Such a density increase would be expected to increase the number of vehicle trips, which could potentially result in a deterioration in the operating conditions on roadways in the project area.

Although these potential impacts can not be adequately addressed at this time due to uncertainties with the number of future proposals, each proposal to increase the density of a residential zone will undergo an environmental review. As discussed above, the scarcity of these proposals in the past suggests that the number of future proposals will be very limited and the impacts should not be significant.

13 (b) Additional in-fill, increased housing densities and potential density bonuses could cause increase on-street parking in certain neighborhoods, however, so long as Tulare's off-street parking standards are adequate, this impact should not become significant.

13 (d) Additional in-fill, increased housing densities and potential density bonuses could cause increase certain roadways to become more congested, however, not to the degree that it would affect the level of service (LOS) of a roadway.

14. Public Services

No significant impacts are anticipated. Fire protection, police protection, and other public services should not be affected by the implementation of the proposed Housing Element.

Schools might be impacted through Housing Element policies that encourage urban in-fill, higher densities, or a different housing mix. School impact fees collected from each new or enlarged housing unit will mitigate the impact these units will have on the local school system.

15. Energy

No significant impacts are anticipated. The project will not result in the use of substantial amounts of energy or fuel.

16. Utilities

No significant impacts are anticipated. The project is not expected to create a need for new (or alterations to existing) electrical, gas, communication, or solid waste utilities.

16 (c) Tulare has sufficient water to accommodate Tulare residential housing needs to the 1997. Further, water quality does not present a problem in terms of precluding future housing development.

16 (d) In 1989, Tulare constructed a anaerobic treatment plant, which treated milk effluent and some domestic waste. The addition to the treatment plant freed up 1.0 to 1.25 mgd of treatment capacity at the treatment plant. No significant impacts are anticipated.

17. Human Health

No significant impacts are anticipated. The project is not expected to result in the exposure of people to potential health hazards.

18. Aesthetics

No significant impacts are anticipated.

19. Recreation

No significant impacts are anticipated. Park fees that are collected from each new housing unit mitigate the impact the housing unit might have on Tulare's park and recreation programs.

20. Cultural Resources

No significant impacts are anticipated.

21. Growth-Inducing Impacts

The policies and programs contained in the Housing Element could cause some growth-inducing impacts. As an example, density bonuses could encourage growth that is beyond that that is generated by the Land Use Element and Zoning Ordinance. Conversely, however, policies that encourage in-fill and higher residential densities may discourage residential development on the fringes of the city. This trend can have a positive impact on the community in that services can be provided more efficiently, fewer acres of prime agricultural land are consumed and fewer vehicle miles are driven thereby reducing air emissions.

DETERMINATION

This Initial Study suggests that the proposed Housing Element should not have a significant effect on the environment. Therefore, a Negative Declaration will be prepared.



APPENDIX B

TCAG'S REGIONAL HOUSING NEEDS

APPENDIX B • TCAG'S REGIONAL HOUSING NEEDS

TCAG'S REGIONAL HOUSING NEEDS New Construction Needs by Income Group, 1990-1997

<u>Income Category</u>	<u>Number of Units</u>	<u>Percent of Total</u>
Very Low Income	779 housing units	30 percent
Low Income	467	18
Moderate Income	467	18
Above Moderate Income	<u>882</u>	<u>34</u>
	2595 units	100 percent

Source: Tulare County Association of Governments, 1990.

TCAG'S REGIONAL HOUSING NEEDS New Construction Needs by Tenure and Income Category, 1990-1997

<u>Tenure Category</u>	<u>Very Low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>
Owner-Occupied	475	285	285	538housing units
Renter-Occupied	<u>304</u>	<u>182</u>	<u>182</u>	<u>344</u>
	779	467	467	882 housing units

Source: Tulare County Association of Governments, 1990.

TCAG'S REGIONAL HOUSING NEEDS New Construction Need by Housing Type, 1990-1997

<u>Housing Type</u>	<u>Number of Units</u>	<u>Percent of Total</u>
Single family, detached	1868 housing units	72 percent
Single family, attached	104	4
2 to 4 units	303	12
5 or more units	187	7
mobile home or trailer	<u>104</u>	<u>5</u>
	2595 units	100 percent

Source: Tulare County Association of Governments, 1990.

OPEN SPACE AND CONSERVATION ELEMENTS

ADOPTED AUGUST 19, 1975

RESOLUTION 2437

RESOLUTION NO. 2437

RESOLUTION OF THE COUNCIL OF THE
CITY OF TULARE AMENDING THE
ENVIRONMENTAL RESOURCES MANAGE-
MENT ELEMENT, CONSISTING OF THE
OPEN SPACE, RECREATION AND CON-
SERVATION ELEMENT OF THE TULARE
AREA GENERAL PLAN.

7-11-75

BE IT RESOLVED by the Council of the City of Tulare,
as follows, to wit:

WHEREAS, the Planning Commission of the City of Tulare
did on July 21, 1975, hold a public hearing concerning the
Amendment of the Environmental Resources Management Element
of the Tulare Area General Plan to include Amendments 74-2b
and 74-2g as adopted by the County of Tulare, and did on said
date by Resolution No. 799 approve the aforesaid, and
recommended to the City Council its adoption; and

WHEREAS, a hearing was held on said Amendment to the
Environmental Resources Management Element, said Amendment
consisting of an Expansion of the Recreation Project Lists,
at a regularly held meeting of the Council of the City of
Tulare on the nineteenth day of August, 1975.

NOW, THEREFORE BE IT RESOLVED that the City Council of
the City of Tulare does hereby amend the Environmental
Resources Management Element of the Tulare Area General Plan
to include Amendment 74-2b and 74-2g (Expansion of Recreational
Project Lists) as adopted by the County of Tulare for those
items which pertain to the City of Tulare, as follows:

1. Location

Centennial Park. Northeast
corner of "H" Street and
Pleasant Avenue.

	Size:	10 acres
	Classification:	Community
	Characteristics:	Presently under development
2.	Location:	Mulcahy School. Sonora, Sacramento, Elm Streets
	Size:	20 acres
	Characteristics:	13 acres open space adjacent to junior high school
3.	Location:	Lincoln School. Cedar, "R", and Bardsley
	Size:	13 acres
	Characteristics:	9.5 acres open space adjacent to elementary school
4.	Location:	Outdoor Recreational Vehicle Park. Paige Avenue, 1/2 mile west of West Street
	Size:	20 acres
	Characteristics:	Site was primarily used as City Dump
5.	Location:	Western High School. Pleasant, "D", Maple, Sacramento
	Size:	40 acres
	Characteristics:	Approximately 18 acres open space
6.	Location:	Tulare Union High School. Tulare, "O", Kern
	Size:	19 acres
	Characteristics:	Site contains football field, and practice area, tennis courts, etc.

PASSED, ADOPTED AND APPROVED this 19 day
of August 1975.

President of the Council and
Ex-Officio Mayor of the City
of Tulare

ATTEST:

City Clerk and Clerk of the
Council of the City of Tulare

NOISE ELEMENT

**ADOPTED AUGUST 2, 1988
RESOLUTION 3432**

RESOLUTION NO. 3432

A RESOLUTION OF THE TULARE CITY COUNCIL APPROVING
THE ADOPTION OF A NEW NOISE ELEMENT

WHEREAS, the Tulare City Council, at a regular meeting of July 19, 1988, considered an amendment to the Tulare General Plan, Tulare County, California, prepared by the Tulare County Association of Governments, consisting of a Policy Document and a Technical Reference Document, dated February 4, 1987 and revised April 2, 1987 and consisting of specified changes as noted for Section 3.3. and Chapter 4 of the Tulare County Noise Element, Policy Document as follows:

3.3. Policies

- Policy 3.3.1 Areas within the City of Tulare shall be designated as noise-impacted if exposed to existing or projected future noise levels at the exterior of buildings which exceed 60 dB Ldn (or CNEL). Maps which indicate areas exposed to existing or projected future noise levels exceed 60 dB Ldn (or CNEL) for the major noise sources identified in Figure 1 are included in Appendix B of the Policy Document.
- Policy 3.3.2 New development of residential or other noise-sensitive land uses may not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the specific design of such projects to reduce noise levels to 60 dB Ldn (or CNEL) or less within outdoor activity areas and 45 dB Ldn (or CNEL) or less. Where it is not possible to reduce exterior noise levels within outdoor activity areas to 60 dB Ldn (or CNEL) or less after the practical application of the best available noise reduction technology, an exterior noise level of up to 65 dB Ldn (or CNEL) will be allowed.
- Policy 3.3.3. New development of industrial, commercial or other noise-generating land uses (including roadways, railroads and airports) may not be permitted if resulting noise levels will exceed 60 dB Ldn (or CNEL) at the boundary of areas containing or planned and zoned for residential or other noise-sensitive land uses.
- Policy 3.3.4 Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control. (Figure 3, as contained in the Policy Document).
- Policy 3.3.5 Tulare County and its incorporated cities shall enforce the State Noise Insulation Standards (California Administrative Code, Title 24) and Chapter 35 of the Uniform Building Code (UBC). Title 24 requires that interior noise levels not exceed 45 dB Ldn (or CNEL) with the windows and doors closed within new developments of multi-family dwellings, condominiums, hotels or motels. UBC Chapter 35 requires that common wall and floor/ceiling assemblies within multi-family dwellings comply with minimum standards concerning the transmission of airborne sound and structure-borne impact noise. Title 24 requires that conformance with the above-described standards be documented by the submission of an acoustical analysis whenever new multi-family dwellings, condominiums, hotels or motels are proposed for areas within the 60 dB Ldn (or CNEL) contour of a major noise source as determined by the local jurisdiction.
- Policy 3.3.6 New equipment and vehicles purchased by the City of Tulare shall comply with noise level performance standards consistent with the best available noise reduction technology.

Chapter 4 - IMPLEMENTATION PROGRAM -

In order to achieve compliance with the policies of the Noise Element, Tulare County and its incorporated cities shall undertake the following implementation program. The implementation program focuses on the prevention of new noise-related land use conflicts by requiring that all relevant development plans, programs and proposals be reviewed to determine whether such plans, programs and proposals be reviewed to determine whether such plans, programs and proposals adequately address noise and its potential effects.

Resource information available to Tulare County and its incorporated cities for use in the review process includes the noise exposure maps contained within Appendix B of this Policy Document and the information concerning the effects of noise on people and techniques available for noise control contained within the Technical Reference Document. The noise exposure maps are intended for use as a screening device in determining when a proposed development of residential or the noise-sensitive land uses may be exposed to excessive noise levels and to provide guidance in the land range planning process. Generally, the noise exposure maps included in Appendix B of the Policy Document provide a conservative (worst-case) assessment of noise exposure for the major noise sources identified for study during the preparation of the Noise Element. It is likely that other major sources of noise will be identified during the preparation of the Noise Element. It is likely that other major sources of noise will be identified during the project review process. This will be especially true of industrial or commercial sources, since only a representative sample of such sources were evaluated during the preparation of this document.

The information contained within the Technical Reference Document should be used as a guideline for determining whether or not proposed noise mitigation measures are a reasonable application of the techniques available, and likely to achieve the desired results. Control of noise at the source and through the thoughtful location and orientation of receiving uses should be given preference over the control of noise at the path of transmission through the use of noise barriers.

- Policy 4.1 Tulare County and its incorporated cities shall review all relevant development plans, programs, and proposals, including those initiated by both the public and private sectors, to ascertain and ensure their conformance with the policy framework outline in this Noise Element.
- Policy 4.2 Prior to the approval of a proposed development of residential or other noise-sensitive land uses in a noise-impacted area, or the development of an industrial, commercial or other noise-generating land use in or near an area containing or planned and zoned for residential or other noise-sensitive land uses, an acoustical analysis may be waived provided that all of the following conditions exist:
- a. The proposed development is not subject to the provisions of California Administrative Code Title 24.
 - b. The existing or projected future noise exposure at the exterior of buildings which will contain noise-sensitive uses or within the proposed outdoor activity areas (patios, decks, backyards, pool areas, recreation areas, etc.) does not exceed 65 dB Ldn (or CNEL).
 - c. The topography in the project area is flat, and the noise source and receiving land use are at the same grade.
 - d. Effective noise mitigation, as determined by the reviewing agency, is incorporated into the project design to reduce noise exposure to the levels specified by the policies of the Noise Element. Such measures may include the use of building setbacks, building orientation and noise barriers. If a noise barrier is required for mitigation of exterior noise levels, it should be constructed of tight-fitting, massive

materials (1" thick wood, stucco, masonry, etc.) and should be of sufficient height to interrupt line-of-sight between the source and receiver. Line-of-sight should be determined by drawing a straight line between the effective heights of the noise source and receiver. For traffic noise, and in instances where the number of heavy trucks exceeds five (5) percent of the Average Daily Traffic (ADT), an effective source height of at least eight (8) feet above the crown of the roadway should be used. For railroad noise, an effective height of ten (10) feet above the rails should be used for locomotive and car noise, and an effective height of fifteen (15) feet above the rails should be used for horn noise. For industrial, commercial or other stationary noise sources or for aircraft noise, a detailed evaluation of noise source spectra and effective height(s) should be conducted. Receiver height should be assumed to be five (5) feet above project grade for outdoor activity areas such as backyards. The receiver height for small patios or upper floor decks should be assumed to be four (4) feet above the finished floor elevation. Interior noise levels may be assumed to be in compliance with the 45 dB Ldn (or CNEL) standard as long as the building construction complies with today's more stringent thermal insulation requirements and windows and doors may remain closed. This will require the installation of air conditioning or mechanical ventilation.

When the above-described conditions do not exist and an acoustical analysis is required by the City of Tulare it should:

- a. Be the responsibility of the applicant.
- b. Be prepared by an individual or firm with demonstrable experience in the fields of environmental noise assessment and architectural acoustics.
- c. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
- d. Include estimated noise levels in terms of Ldn (or CNEL) existing and projected future (10-20 years hence) conditions, with a comparison made to the adopted policies of the Noise Element.
- e. Include recommendations for appropriate mitigation measures to achieve compliance with the adopted policies and standards of the Noise Element.
- f. Include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the adopted standards and policies of the Noise Element will not be achieved, a rationale for acceptance of the project must be provided.

Policy 4.3

Tulare County and its incorporated cities shall develop and implement procedures to ensure that requirements imposed pursuant to the findings of an acoustical analysis are implemented as part of the project permitting process. The appropriate time for requiring an acoustical analysis would be as early in the project review or permitting process as possible, so that noise mitigation may be an integral part of the project design rather than an afterthought.

Policy 4.4.

Noise exposure information developed during the community noise survey described in this Noise Element may be used as a guideline for the development and adoption of a community noise control ordinance to address noise complaints, and to provide local industry with performance standards for future development and/or equipment modifications. If such an ordinance is adopted, it should be consistent with the "Model

Community Noise Control Ordinance" prepared by the California Office of Noise Control in 1977, with modifications made to reflect local concerns and conditions (a draft community noise control ordinance is contained within the Technical Reference Document).

Policy 4.5

The Noise Element of the Tulare County General Plan and the General Plans of the incorporated cities of the County shall periodically be reviewed and updated to ensure that noise exposure information, goals and policies are consistent with changing conditions and/or standards.

WHEREAS, the State of California Planning Law (Government Code Section 65302 (f) requires that each County and City to adopt a Noise Element for their General Plan Program; and,

WHEREAS, a Negative Declaration has been adopted by the Environmental Impact Review Committee according to the California Environmental Quality Act and the State CEQA Guidelines; and,

WHEREAS, the City Council finds that adoption of the Noise Element with specified changes contained herein will promote and protect the public interest for the enjoyment of all residents of Tulare; and,

WHEREAS, the City Council finds that the adoption of the Noise Element with specified changes contained herein will promote and protect the public interest for the enjoyment of all residents of Tulare; and,

WHEREAS, the City Council finds that the adoption of the Noise Element with specified changes contained herein will promote and protect the property values of the various types of land uses within the City of Tulare; and,

NOW THEREFORE, BE IT RESOLVED, that the City Council of the City of Tulare adopts by reference the Noise Element prepared by Tulare County Association of Governments with specified changes contained herein as the Noise Element of the General Plan for the City of Tulare; and,

PASSED, APPROVED, AND ADOPTED this 2nd day of August, 1988.

Maurice M. Dunn
President of the Council and Ex-Officio
Mayor of the City of Tulare

ATTEST:
Klaine Plavis
Deputy City Clerk and Clerk of the Council
of the City of Tulare

STATE OF CALIFORNIA)
COUNTY OF TULARE) ss
CITY OF TULARE)

I, W. LYNN DREDGE, City Clerk of the City of Tulare,
and Clerk of the Council of said City, do hereby certify that the
foregoing Resolution was duly adopted by the City Council of said
City, and was signed by the President of said Council, at a
regular meeting of said City Council held on the 2nd day of
August, 19 88, and was approved by the following
vote:

AYES: Council Members Thelma Gomez
Ty Holscher
Claude Retherford
Jerry Magoon
Maurice Green, Mayor

NOES: Council Members None

ABSENT: Council Members None

ABSTAINING: Council Members None

W. LYNN DREDGE, CITY CLERK

By: Mariane Hlavis
Deputy City Clerk and Clerk of the
Council of the City of Tulare

SEISMIC-SAFETY ELEMENT

**ADOPTED APRIL 1, 1975
AND APRIL 15, 1975
RESOLUTION 2392
RESOLUTION 2401**

RESOLUTION NO. 2392

A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF TULARE ADOPTING THE SEISMIC SAFETY
ELEMENT PLAN FOR THE CITY OF TULARE

WHEREAS, the State of California Planning Law (Government Code Section 65302 (F) requires that each County and City adopt a Seismic Safety Element of their General Plan Program.

BE IT RESOLVED, that the City Council of the City of Tulare adopts by reference the Five-County Seismic Safety Study with the following modifications as the Seismic Safety Element of the General Plan for the City of Tulare serving as a working document which will continually meet said requirement.
(Document modification)

1. Adoption of Seismic Safety Element by the City of Tulare (Government Code 95302 (f).)
2. Integrate the Seismic Safety Element with other general plan elements.
3. Develop a Safety Element to the General Plan (Government Code 65302.1)
4. Develop an Earthquake Disaster Plan.
5. Establish an Emergency Services Program for the City which should be coordinated with the County. Objectives of the program should be part of the "Management Philosophy" of each County. Included in such a program should be:
 - To coordinate a structural hazards inspection program and establish for each counties Board of Supervisors the necessary criteria for mitigation of hazards.
 - To provide a basis of control and direction of emergency operations.
 - To release a disaster information in concurrence with county Boards of Supervisors during or immediately after a disaster.
 - To provide for the continuity of government in the event of a geologic disaster.

- To coordinate, repair, and restore essential systems and services as required in an emergency.
 - To provide for the protection, use and distribution of remaining resources as well as surplus property available from the Federal Government for local government use.
 - To coordinate operations with Civil Defense Emergency Operations of other jurisdictions as necessary.
6. Community Programs that train volunteers to assist police, fire and civil defense personnel how to perform effectively after an earthquake, should be supported.
 7. Emergency communication centers, fire stations, and other emergency service facilities should be examined as to their earthquake resistant capacities. If found below acceptable standards, a program to mitigate potential hazards should be established.
 8. Emergency procedures should be identified for public and private utility districts.
 9. Establish evacuation routes in cities and counties.
 10. Establish a public relations and education program to create community awareness.
 11. Consideration of seismic and secondary hazards aspects in the environmental impact assessment process.
 12. Section 65402 (Planning Law) and Section 65000 (Subdivision Map Act) of the Government Code require that developments be submitted for governmental review. The local governments should enforce these provisions taking into account recommendations from the Seismic Safety Element Report.
 13. Chapter 70 of the Uniform Building Code, 1973 Edition, should be adopted and enforced.
 14. A building Code enforcement program should be initiated.
 15. The local governments, assisted by the County Building and Safety Departments, should initiate an inspection program of all unreinforced masonry structures.
 16. A review committee should be established by the City Council to consider the desirability of initiating condemnation proceedings against unreinforced masonry structures found to be unsafe.
 17. Structures of more than four (4) stories should utilize a dynamic analysis procedure for assessing structural design requirements.

18. A building strong-motion instrumentation program should be instituted for buildings over six (6) stories in height with an aggregate floor area of 60,000 square feet or more, and every building over ten (10) stories in height regardless of floor area.
19. All critical facilities constructed prior to 1948 should be reviewed by a structural engineer for potential hazards. Since many of these structures have regional impact, the source of funding for the inspection program ought to be at the regional level.
20. Adopt the Uniform Building Code, 1973 Edition.
21. The Seismic Safety Element should be reviewed in conjunction with the County Planning Department annually and should be comprehensively revised every five (5) years or whenever substantially new scientific evidence becomes available.

PASSED, ADOPTED AND APPROVED this 1st day of APRIL

1975.

Norman F. Weisbach
President of the Council and Ex-
Officio Mayor of the City of Tulare

ATTEST:

Patricia Silva
Deputy City Clerk and Clerk of the
Council of the City of Tulare

STATE OF CALIFORNIA)
COUNTY OF TULARE) ss
CITY OF TULARE)

I, WILLIAM H. FISHBOUGH, City Clerk of the City of
Tulare and Clerk of the Council of said City, do hereby
certify that the foregoing Resolution was duly adopted by -
the City Council of said City, and was signed by the President
of said Council, at a regular meeting of said City Council
held on the 1st day of April 1975, and was approved the
following vote:

AYES:	COUNCIL MEMBERS	<u>Clyde Stagner</u>
		<u>W. Everett Milnes</u>
		<u>Robert Moore</u>
		<u>Norman Griesbach, Mayor</u>
		<u> </u>
NOES:	COUNCIL MEMBERS	<u>Ila Harmon</u>
		<u> </u>
		<u> </u>
ABSENT:	Council Members	<u>None</u>
		<u> </u>
		<u> </u>

Patricia Silva
Deputy City Clerk, and Clerk of the Council
of the City of Tulare

RESOLUTION NO. 2401

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
TULARE ADOPTING THE SAFETY ELEMENT PLAN FOR THE
CITY OF TULARE

WHEREAS, the State of California Planning Law (Government Code Section 65302.1) requires that each County and City adopt a Safety Element of their General Plan Program.

BE IT RESOLVED, that the City Council of the City of Tulare adopts by reference the Safety Element prepared by Tulare County Association of Governments (without the Policy Recommendations) as the Safety Element of the General Plan for the City of Tulare serving as a working document which will continually meet said requirement. (Document modification)

SUMMARY OF RECOMMENDATIONS

SAFETY ELEMENT - TULARE AREA GENERAL PLAN

1. Adoption by reference of the Safety Element prepared by Tulare County Association of Governments. (TCAG)
2. Heat and smoke detectors and total automatic sprinkler protection or other suitable automatic extinguishing systems should be encouraged or as required by the Uniform Building Code. Also all facilities in the care or housing of the elderly and handicapped persons as well as industrial and commercial facilities with toxic or highly flammable materials stored in them.
3. Heat and smoke detectors should be encouraged in all commercial and industrial structures, with an aggregate floor area in excess of 6,000 square feet. The total automatic sprinkler protection or other suitable automatic extinguishing systems should be encouraged in all commercial and industrial facilities with an aggregate floor area in excess of 12,000 square feet or in excess of three (3) stories as required by the Uniform Building Code.
4. It is recommended that Fire alarms be tied directly and automatically to the Communication Control Center.

5. That all establishments, public or private, including businesses and dwellings, vacant or occupied, be required to be identified by street address numbers at least two (2) inches in height.

That such numbers be painted on or fastened to the building within two (2) feet of the main entrance leading from a public street or highway.

That all apartment buildings, complexes, condominiums and other multiple tenant occupancies be required to provide each building with a sign located at convenient, logical locations which will clearly indicate the locations of individual apartments or businesses or sections within the complex. The placement of signs should be subject to Design Review.

6. No burn laws should be given greater emphasis particularly in areas outside of the immediate response zones of Fire Stations.
7. It is recommended that the City of Tulare Fire Department in conjunction with the Police Department in conjunction with the Division of Forestry and the Sheriff's Office continually assess their fire suppression capabilities with the aim of lessening the risk of life, property and the environment, by taking the necessary measures to reduce the fire control limitations.
8. It is recommended that the Police and Fire Departments periodically conduct joint training exercises with a goal of developing the best possible coordinated endeavor in fire suppression and crowd control.
9. It is recommended that the use of burglar alarms which are tied directly to the Communication Control Center be encouraged.
10. Mutual aid agreements should be encouraged between the City of Tulare's Fire and Police Departments and other municipal Police and Fire Departments, as well as the County Sheriff, the California Division of Forestry and the California Highway Patrol.
11. The City of Tulare should continue to upgrade preparedness strategies and techniques in all levels so as to be prepared when disaster, either natural or man-made occurs.
12. It is recommended that the City of Tulare through the Fire Department, Police Department and Planning Department increase their efforts towards encouraging the public, through educational means, to reduce risk.
13. The City of Tulare should seek to coordinate a public education program in order to foster public awareness

of fire hazards with the intention of reducing injury and loss of life, damage to property and degradation of the natural environment, particularly in conjunction with the public school system and critical facility personnel. This education program should be carried out through the public and private schools, the library, Police and Fire Departments, the news media and the civic organizations and through various related City Departments, such as the Planning Department and Engineering Department. The program should seek to reach all age groups, social and economic classes.

14. It is also recommended that these educational programs be offered in Spanish, English and Portuguese languages as appropriate.
15. The City of Tulare should adopt the Master Drainage Plan.
16. Within the City limits where storm and flood prevention improvements have not been installed a program to upgrade should be initiated in accordance with the Master Drainage Control Plan for the area. Priorities should be conditioned upon locations where flood and sheet flow hazards are greatest.
17. The City should endeavor to make the present laws more effective in dealing with the problems of illegal use of Fire and Fire causing practices.
18. It is recommended that the City of Tulare Planning Department and the Planning Commission in making Land Use Decisions through various means, consider the recommendations and the text of the Safety Element to the General Plan and that these considerations shall be a part of the ongoing Safety guidelines to be considered within the development process.
19. The Planning process should continue to seek the input of the Police and Fire Departments in reviewing building plans proposed. Such a coordinated effort should be aimed at reducing property loss and affecting a reduction of injury and loss of life.
20. It is recommended that the City of Tulare adopt the proposed Emergency Plan for the City of Tulare.
21. That this element be reviewed on an annual basis by the Planning Department and revised when substantially new scientific information concerning Safety becomes available.

PASSED, ADOPTED AND APPROVED this 15th day of
April, 1975.

Norman F. Griebach
President of the Council and Ex-
Officio Mayor of the City of Tulare

ATTEST:

William N. Ferkband
City Clerk and Clerk of the
Council of the City of Tulare

STATE OF CALIFORNIA)
COUNTY OF TULARE) ss
CITY OF TULARE)

I, WILLIAM H. FISHBOUGH, City Clerk of the City of Tulare and Clerk of the Council of said City, do hereby certify that the foregoing Resolution was duly adopted by the City Council of said City, and was signed by the President of said Council at a regular meeting of said City Council held on the 15th day of April, 1975 and was adopted by the following vote:

AYES: Council Members MERLE E. STONE

ILA HARMON

W. EVERETT MILNES

PHILIP E. VANDEGRIFT

NORMAN GRIESBACH, Mayor

NOES: Council Members NONE

ABSENT: Council Members NONE

William H. Fishbough
City Clerk, and Clerk of the Council
of the City of Tulare

U.C. BERKELEY LIBRARIES



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